NOTE

This Microfiche meets the quality requirements of the American National Standard for Microfiche of Documents (ANSI PH5.9-1975). However, because of imperfections in the document from which it was made, it contains images that are illegible or difficult to read. The source document for this microfiche is the best copy that could be obtained prior to filming.

CIS
Congressional Information Service,
Washington, D.C.

S. HRG. 101-219

TISH SOMMERS AND LAURIE SHIELDS DISPLACED HOMEMAKERS TRAINING AND ECONOMIC SELF-SUFFICIENCY ASSISTANCE ACT OF 1989

HEARING

BEFORE THE

SUBCOMMITTEE ON
EMPLOYMENT AND PRODUCTIVITY

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON

S. 1107

TO PROVIDE EDUCATION, TRAINING, EMPLOYMENT, AND RELATED SERVICES TO DISPLACED HOMEMAKERS, AND FOR OTHER PURPOSES

JUNE 1, 1989

Printed for the use of the Committee on Labor and Human Resources

U.S. GOVERNMENT PRINTING OFFICE

21-750 ⇆ WASHINGTON : 1989

For sale by the Superintendent of Documents, Congressional Sales Office
U.S. Government Printing Office, Washington, DC 20402

S541-41.

COMMITTEE ON LABOR AND HUMAN RESOURCES

EDWARD M. KENNEDY, Massachusetts, *Chairman*

CLAIBORNE PELL, Rhode Island	ORRIN G. HATCH, Utah
HOWARD M. METZENBAUM, Ohio	NANCY LANDON KASSEBAUM, Kansas
SPARK M. MATSUNAGA, Hawaii	JIM JEFFORDS, Vermont
CHRISTOPHER H. DODD, Connecticut	DAN COATS, Indiana
PAUL SIMON, Illinois	STROM THURMOND, South Carolina
TOM HARKIN, Iowa	DAVE DURENBERGER, Minnesota
BROCK ADAMS, Washington	THAD COCHRAN, Mississippi
BARBARA A. MIKULSKI, Maryland	

NICK LITTLEFIELD, *Staff Director and Chief Counsel*
KRISTINE A. IVERSON, *Minority Staff Director*

SUBCOMMITTEE ON EMPLOYMENT AND PRODUCTIVITY

PAUL SIMON, Illinois, *Chairman*

TOM HARKIN, Iowa	STROM THURMOND, South Carolina
BROCK ADAMS, Washington	DAVE DURENBERGER, Minnesota
BARBARA A. MIKULSKI, Maryland	NANCY LANDON KASSEBAUM, Kansas
EDWARD M. KENNEDY, Massachusetts (Ex Officio)	ORRIN G. HATCH, Utah (Ex Officio)

Cheryl L. Smith, *Counsel*
Craig Hauseman Metz, *Minority Counsel*

CONTENTS

STATEMENTS

THURSDAY, JUNE 1, 1989

	Page
Emery, Jill, director, Women's Bureau, U.S. Department of Labor, Washington, DC	2
Prepared statement	10
Sorensen, Kathy, director, Displaced Homemaker Program, Richland Community College, Decatur, Illinois; Caroline Strong, coordinator, Lifeline Program, Union Memorial Hospital, Baltimore, MD, accompanied by Diana McLaughlin, displaced homemaker counselor, Maryland New Directions, Baltimore, MD; Molly Wilkes, counselor for women's programs, Spartanburg Technical College, Spartanburg, SC, and Jean Martinelli, director, volunteer services, Union Memorial Hospital, Baltimore, MD	28
Prepared statements of:	
Kathy Sorensen	31
Caroline Strong	36
Frances Jean Martinelli	40
Molly F. Wilkes	46
Henderson, Cheryl Brown, vocational equity specialist, Kansas State Department of Education, Topeka, KS; Cindy Marano, executive director, Wider Opportunities for Women, Washington, DC; and Roberta Spalter-Roth, deputy director for research, Institute for Women's Policy Research, Washington, DC, accompanied by Linda Andrews, research associate and statistician, Institute for Women's Policy Research, Washington, DC	55
Prepared statements of:	
Cheryl Brown Henderson	58
Cynthia Marano	69
Roberta M. Spalter-Roth	78

ADDITIONAL MATERIAL

Communications to:	
Simon, Hon. Paul, Chairman, Subcommittee on Employment and Productivity, from Cheryl Henderson, Kansas State Department of Education, dated August 10, 1989	65

TISH SOMMERS AND LAURIE SHIELDS DISPLACED HOMEMAKERS TRAINING AND ECONOMIC SELF-SUFFICIENCY ASSISTANCE ACT OF 1989

THURSDAY, JUNE 1, 1989

U.S. SENATE,
SUBCOMMITTEE ON EMPLOYMENT AND PRODUCTIVITY, OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice at 2:10 p.m., in room SD-430, Dirksen Senate Office Building, Hon. Paul Simon (chairman of the subcommittee) presiding.

Present: Senators Simon and Kassebaum.

Senator SIMON. The hearing will come to order. This is a hearing about the problems displaced homemakers face when entering the paid work force. I have a draft bill that will be introduced for discussion purposes to see if we can find some better answers to the unique problems displaced homemakers face. A large part of the answer to this problem is that we have to make this issue a priority.

A typical displaced homemaker is a woman aged 50 or whose husband has died or divorced her and they have two or three children. She has done what American women were traditionally expected to do, but all of a sudden she is out there on the job market and does not know what to do. I encounter women in this situation every time I visit in Illinois.

Ordinarily she needs more than just a job, though a job would be tremendous. It is very difficult for many of these women to find jobs. Frequently she needs counseling to cope with her new situation and all the problems that go with suddenly being on your own. The 1980 census showed well over 11 million people in this category. That number has risen, and what it is precisely I do not think anyone knows.

We do know that 60 percent of displaced homemakers are over the age of 45 with 40 percent living below the poverty level. We have a problem and that has been ignored. We will have a witness today from the State of Illinois who will indicate that we are now reaching one out of every 400 displaced homemakers with our current programs. What do we do? How do we reach and provide the services displaced homemakers need? That is what this hearing is all about, and I am pleased to say we have some expert witnesses here today that are going to help find the answers.

[The prepared opening statement of Senator Simon follows:]

PREPARED OPENING STATEMENT OF SENATOR SIMON

Senator SIMON. I introduced legislation Thursday to help millions of displaced homemakers become a valuable economic asset to the nation.

The goal of my bill is to help these women become productive workers and to enhance their ability to achieve a decent quality of life and income for themselves and their families.

"Millions of women in this nation thought they would marry, have children and live happily ever after." "But for many that dream has ended and they have been forced from their role of homemaker into the role of family breadwinner."

I convened a hearing Thursday, June 1, to hear testimony about programs to help displaced homemakers and the need for more Federal assistance to reach the many women not being served.

My bill would authorize the Department of Labor to allocate funds to the States for awarding grants on a competitive basis to eligible service providers including educational institutions, vocational-technical institutions and nonprofit community-based organizations. The resources would be used for employment and educational services.

Kathy Sorensen, director of Options for Displaced Homemakers and Single Parents at Richland Community College in Decatur, IL, planned to testify about the need for more Federal assistance to help the thousands of Illinois women who suddenly find themselves without financial support and looking for a job.

In a prepared statement, Sorensen said her program can serve only about one-tenth of the Decatur-area population in need. "Statewide (in Illinois) the situation is worse. Geographically only about one third of the State is served by the 13 centers. There are over 600,000 displaced homemakers in Illinois, yet the State programs can afford to serve just over 1,500 clients. This means only one out of every 400 eligible women receives services."

I praised the Displaced Homemakers Network and the American Association of Retired Persons for their collaboration on a 17-minute video called "Partners In Change." The video will be used by displaced homemaker programs throughout the country to encourage companies to hire displaced homemakers.

"The video raises the issue that hiring older women is not just a nice or socially responsible thing to do." "It is becoming an economic necessity. Our society can no longer afford to have large segments of the population—such as displaced homemakers—to be unemployed or underemployed for long periods of time.

I am very pleased to have as our first witness the Director of the Women's Bureau of the Department of Labor, Jill Emery. We are very glad to have you with us, Ms. Emery.

STATEMENT OF JILL EMERY, DIRECTOR, WOMEN'S BUREAU, U.S. DEPARTMENT OF LABOR, WASHINGTON, DC

Ms. EMERY. Thank you, Mr. Chairman. Thank you for asking me to speak on the unique employment and training needs of displaced homemakers and how displaced homemakers will be a part of the

Department of Labor work force 2000 activities. I welcome the opportunity to share our views, and I appreciate your concern and your commitment to the future work force and to the role of the displaced homemaker.

I have submitted a statement for the record, Mr. Chairman, but I would like to take a few moments to summarize it briefly, if I may.

Senator SIMON. And your full statement will be entered in the record as will the statements of the other witnesses. We will not confine Ms. Emery to our 5-minute rule, but for the other witnesses we will in order to leave some time for questioning.

Ms. EMERY. Thank you, Senator. The Women's Bureau has worked closely and cooperatively with the Displaced Homemakers' Network over the past 6 years both at the national level and in the regions. It is our primary vehicle for responding to the unique needs of displaced homemakers. A portion of the network's operations is supported through a grant from the Bureau and in fact, that funding represents one-quarter of the Women's Bureau's total grant budget.

Over the past several years, the Women's Bureau has worked closely with Jill Miller, the Executive Director, to develop programs which address the changing demographic work force trends, which we can expect over the next decade.

These projects consider that our work force is shrinking, that there will be fewer teenagers entering the workplace, that it will be older, that it will be 80 to 90 percent women, minorities and immigrants. And because of the expectation that there will be plenty of jobs available in the next decade, for those workers with the skills and the commitment to fill them, older workers and those groups which have been traditionally underutilized and undersupported will be a most valuable resource.

Consequently, displaced homemakers have tremendous opportunity but only, only if they are skilled and prepared for the jobs of the future. With that in mind, the 1988-89 grant focuses on the following national initiatives. Number one is the development of a training kit for the AARP video that you saw this morning, Mr. Chairman. It is geared to displaced homemaker program providers, to encourage employers to hire displaced homemakers, particularly older women (5 sites).

Second, the network is developing and testing strategies for outreach and service to minority displaced homemakers. And third, the network is conducting a project to increase displaced homemaker participation in JTPA programs. The network is working with the sites to develop and submit proposals as well as follow through with local PICs, Private Industry Councils, to track the project's experiences. At the Department of Labor, the Job Training Partnership Act also offers services to those homemakers who are economically disadvantaged under Title II-A of the JTPA.

In program year 1987, 21,800 displaced homemakers were served under JTPA Title II-A. The JTPA Title III dislocated workers program served a total of 1,300 displaced homemakers in program year 1987. Because of the various needs of the displaced homemaker population that go beyond employability assistance, the Labor Department's Employment and Training Administration sponsored demonstration grants to seven local organizations, totaling

$350,000, to plan and/or operate displaced homemaker's programs with fully integrated, comprehensive services and with delivery strategies tailored to the client population.

But how these displaced homemakers will fair in the work force of the future will depend largely on the types of training and support services they receive. Based on the Bureau's experience in working with displaced homemakers, access to education and training is of uppermost importance. Without access to vocational education, GED programs, adult education, and literacy remediation, many displaced homemakers will be severely limited in their ability to succeed in the workplace.

Based on demonstration programs funded by the Women's Bureau, we know that effectiveness for displaced homemakers is increased when program services are specifically adapted to meet their needs. And as we look toward the year 2000 we will be encouraging programs that stimulate employer awareness of the value of hiring displaced homemakers. Programs that include outreach efforts, specifically targeted to displaced homemakers, orientation procedures which recognize the lack of confidence common to displaced homemakers, individual personal counseling and skill and interest testing, which emphasizes the identification and transfer of homemaking skills to the paid labor force.

Mr. Chairman, I hope that this short review has been helpful. As I have indicated in my testimony, we at the Department of Labor have been deeply involved in the programs and issues affecting displaced homemakers, and this concludes my statement. I would be happy to respond to any questions that you have or any members of the Subcommittee.

Senator SIMON. Thank you very much.

Ms. EMERY. You are welcome.

Senator SIMON. You mentioned JTPA, and one of the problems in getting money to the people who really need it in terms of the displaced homemaker is the certification requirement that you are not taking away from any other programs in order to serve these displaced homemakers. Do you have any thoughts on that?

Ms. EMERY. I have with me Lloyd Feldman who is with the ETA and can speak to the JTPA program directly. May I ask him to join me and to answer your question?

Senator SIMON. Yes, please. And if you for the record can spell your last name there.

Mr. FELDMAN. Yes, Mr. Chairman. It is Feldman, F-E-L-D-M-A-N. I think you are referring to the Dislocated Worker Title of JTPA, Title III, where, the governors need to certify, in order to serve displaced homemakers, that this will not adversely affect the delivery of services to eligible dislocated workers.

We did a count of how many States have made that certification, and our estimate is that, thus far, 31 States have indeed so certified. Of course, since the program has not yet gone into operation, we do not know how many displaced homemakers will actually be served, but in the case of at least 31 States, they do seem to feel that they can embrace displaced homemakers within the dislocated worker population.

And of course, we are serving displaced homemakers under Title II-A, and the numbers on that are included in Ms. Emery's prepared statement.

Senator SIMON. Realistically we may end up getting a part of the Displaced Homemakers Training and Self-Sufficiency Act into The JTPA amendments and another part of it into another bill. As we are going to be moving on the JTPA legislation before too long. Are there changes that we should be making in JTPA that would be of assistance to the displaced homemaker?

Mr. FELDMAN. Well, as the Secretary testified before you, Senator, on May 11, we have reviewed the JTPA program in some depth. We have had the benefit of the advice of an advisory committee, and we will be proposing a change in our targeting requirements which are very similar to those in your bill, sir.

We think that is the appropriate way to target II-A of the program. What we are trying to do, as Ms. Emery pointed out, is to use demonstration projects to illustrate for the delivery system how they can effectively serve displaced homemakers, and we have the seven projects which are specified in Ms. Emery's prepared statement.

We think that, through demonstration projects and technical assistance, we can go a long way to sensitizing the JTPA system to the specialized needs of displaced homemakers.

Senator SIMON. I do not mean this disrespectfully to the two of you or to the people who work on the JTPA program, but we are talking, as you indicated in your testimony, about reaching 21,000 people under the Title II-A program. Well, in a universe of eligible persons probably in excess of 12 million, we are not reaching very many people.

Ms. EMERY. However, there are other programs that are reaching the displaced homemakers coming from the State. The local program providers are reaching about 350,000 displaced homemakers at the State level, and of course, that funding can come from the State legislatures, can come from the Carl Perkins voc ed, can come from JTPA, from many, many sources. But I think that another point that Lloyd is making and I think that we would all agree is that we cannot point the finger at one entity.

That is not the solution to the problem, and so the integrated, comprehensive program, all of us working together to make something right, is what we are working for.

Senator SIMON. What about the Carl Perkins Reauthorization Act? We will be moving on the vocational education reauthorization next year. Do you have any observations? I recognize this is not your area, as I recall, this is administered by the Department of Education rather than the Department of Labor.

Ms. EMERY. That is right.

Senator SIMON. Any observations that you have on how we might make this more effective would be helpful as you obviously have a chance to observe what we are doing in this field.

Ms. EMERY. The Women's Bureau several years ago before I came on board, I am sad to say I cannot take credit for this at all, did work closely with the sex equity coordinators in the states to promote funding, to give our information on how they can work closely together. Right now voc ed accounts for about 32 percent of

that funding for the program providers. So again it is a partnership. It is coordinating these entities.

Senator SIMON. Senator Thurmond would like me to ask two questions. He is in the Armed Services Committee, and I will ask these two questions on behalf of Senator Thurmond. First, how many States currently have programs to assist displaced homemakers?

Ms. EMERY. Currently I believe there are 26 States that have legislation and 23 that have appropriated programs that work through the Departments of Labor, Education, Health and Human Services, Community Affairs.

Senator SIMON. Second, how much money is spent by the States that operate these programs?

Ms. EMERY. I know that New York State, and I am from New York, spends $3.6 million a year on their program, but they are high. So it ranges from zero to $3.6 million.

Senator SIMON. One of the criticisms I occasionally hear of the Department of Labor, and again I am not talking about the Department of Labor under Elizabeth Dole, but just in general, JTPA has been a male oriented operation in terms of those helped and targeted in JTPA programs. Any reactions here on your part?

Ms. EMERY. In the JTPA program are you talking about?

Senator SIMON. Well, I think they are talking about the JTPA program, though I understand that the JTPA statistics show that JTPA, in fact, helps more women than men.

Mr. FELDMAN. That is correct.

Senator SIMON. The general impression that some people have of the Department of Labor is that it is more sensitive to the needs of men than women. You are in a good position to make an observation on that.

Ms. EMERY. Well, I would disagree with that, of course, and I would say that if somebody is using that as an excuse that they are going to be behind in the ball game because if you just take a look at the demographics that I mentioned to you early on, the employers and people who do not consider women as a valuable resource will lose out to their competitors, to the man next door, the woman next door, the owner who is going to hire that woman who is skilled and talented, and has great value to offer.

Senator SIMON. Thank you. I am very pleased to have Senator Kassebaum joining us now.

Senator KASSEBAUM. Thank you very much. I first have a couple of questions that Senator Thurmond wanted me to ask, and I believe he had a statement that you put in. Is that not right?

Senator SIMON. I do not have a statement from Senator Thurmond. But I did ask two questions, and I do not know whether yours are the same two questions. Strom is really making sure he gets his bases covered.

Senator KASSEBAUM. As you know, he makes sure that he gets——

Senator SIMON. You have his statement to enter in the record.

[The prepared statement of Senator Thurmond follows:]

PREPARED STATEMENT OF SENATOR THURMOND

Senator THURMOND. I would like to commend you for holding this hearing on the employment and training needs of displaced homemakers in our Nation. The plight of displaced homemakers in our country is gaining increased attention, and it is certainly appropriate that this Subcommittee examine their concerns.

Along with the many changes that have taken place with respect to the American family in modern society, a relatively new segment of our population, that is classified as displaced homemakers, had emerged. The individuals, primarily women, that compose this group, have for most of their lives been dependent on a source other than themselves for their financial support. However, due to divorce, separation, or the disability or death of their spouse, or the loss of public assistance, they have found themselves without financial resources. These individuals come from all socioeconomic levels of society. Many are persons who have devoted their lives to staying home and raising a family. A large number of these individuals have been out of the work force for most of their adult years, and therefore, do not possess the skills necessary to obtain employment. Although many displaced homemakers have gained years of experience in managing a household, they all too often find that this experience is not recognized in our competitive marketplace.

There is much that can be done to assist displaced homemakers to become self-sufficient citizens. They key to self development for these individuals is access to educational and training programs. However, since the resources of the Federal Government are limited in this time of budget constraints, it should be emphasized that increased involvement should be encouraged at the State and local levels, as well as in the private sector.

Throughout our Nation, programs have been created to address the needs of displaced homemakers. In my State of South Carolina, programs for displaced homemakers are available in 20 locations. Most of these programs are operated through the State technical college system.

Today, the Director of one of these programs in South Carolina, Molly Wilkes, will discuss the specialized services that displaced homemakers require in order to obtain employment. I am pleased to welcome her to this hearing and am confident that the members of this Subcommittee will benefit from her testimony. I would also like to welcome Director Jill Emery, of the Women's Bureau of the Department of Labor, who is representing the Bush administration at this hearing.

Mr. Chairman, I would like to recognize your commitment to issues affecting displaced homemakers. Although my schedule will not permit me to remain for the entire hearing, I will review the testimony that is presented with interest.

Senator KASSEBAUM. Well, I am sorry that I missed your testimony. I have just a couple of questions. One in particular is how many displaced homemakers are served by local problems nationwide, and perhaps that has already even been addressed? Has it?

Ms. EMERY. I did mention that, Senator, but I would be happy to respond. Very simply, 350,000 displaced homemakers have been served by the local service providers.

Senator KASSEBAUM. Now that is not under any JTPA program?

Ms. EMERY. No, that would be under the state programs.

Senator KASSEBAUM. And you have probably covered this then, how many have been under JTPA?

Ms. EMERY. Yes, under Title II–A, 21,800; under Title III which is the Dislocated Workers Program, is it 1300?

Mr. FELDMAN. Approximately 1300.

Ms. EMERY. 1300.

Senator KASSEBAUM. Do you perform an extensive amount of follow-through at this point to see what happens after these training programs, and what sort of support system is out there once they complete the program?

Ms. EMERY. I would say an informal follow up through the regional administrators at the Women's Bureau in each region, and I can also tell you that with JTPA that there is a 61-percent placement rate.

Senator KASSEBAUM. But then that sort of terminates, the extent of the follow-through that you do? Once there is a placement made, you do not keep track of whether that job is a year or sort of what happens or——

Mr. FELDMAN. We do collect data on the employment statues of terminees 13 weeks after they leave the program. But programmatically, I believe that, typically, the local service delivery areas do not carry out substantial follow-through with clientele after they have been placed in jobs in order to determine exactly what their progress has been.

Senator KASSEBAUM. Do you see pretty good coordination between local programs and JTPA and those that are done through the vocational educational programs and so forth? I mean is there a network there of coordination and support?

Ms. EMERY. Well, I can answer from the Women's Bureau funding of the displaced homemakers network from the national level, we work closely with Jill Miller, the executive director, to design those programs that will benefit those service providers out in the regions looking at the demographics, looking at the work force needs, looking at groups who need to be targeted.

So we can do that at the national level and then, of course, at the regional level, the regional administrators, Kansas City, for example, New York, San Francisco, work closely, more closely with the state local providers, service providers.

Mr. Feldman. I think we can do a better job, Senator, in achieving that kind of coordination. It occurs, of course, and traditionally education has been a service provider under JTPA, but I think the links could be better and as Ms. Emery indicates in her statement, we are conducting seven pilot projects which involve efforts to do just that—to link JTPA with other service providers in the service of displaced homemakers—in seven communities.

And I think you will find that when we introduce our JTPA amendments, there is going to be some language in there that will require closer linkages between local JTPA service delivery areas and education agencies.

Senator SIMON. We thank you. Let me just add we will send over a rough draft of my legislation to you. I would be interested in your reaction formally or informally. I thank you for your testimony.

Ms. EMERY. Thank you, Senator.

[The prepared statement of Ms. Emery follows:]

STATEMENT OF
JILL HOUGHTON EMERY
BEFORE THE
SUBCOMMITTEE ON EMPLOYMENT AND PRODUCTIVITY
COMMITTEE ON LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

JUNE 1, 1989

Good afternoon. I am Jill Houghton Emery, Director of the Women's Bureau. Thank you for inviting me to speak on the unique employment and training needs of displaced homemakers, and how they will be a part of Workforce 2000.

Mr. Chairman, the Women's Bureau has a long history of working to improve women's opportunities for profitable employment. It remains the only agency at the Federal level of government with a congressional mandate to promote the welfare of working women. During the lifetime of the Women's Bureau, the lifestyles of American women have changed dramatically. The number of women in the labor force has grown from about 8.6 million in 1920 to 55 million in 1988. Today the Bureau often must address the needs of women in a combination of roles, including homemaker, worker outside the home, volunteer, teen parent, and student, and often during transition between these differing roles. I, therefore, welcome the opportunity to share our views on how displaced homemakers can participate more productively in the workforce of the 21st Century.

It may be best to start with a brief description of who displaced homemakers are. In our employment and training programs, displaced homemakers are individuals (primarily women) who were full-time homemakers for quite a while. However, they have lost their main source of income either because their spouse has died or become disabled, or they are separated or divorced. They may also be individuals who were receiving public assistance, but have lost their eligibility because there are no longer dependents in the home.

A special study conducted by the Bureau of the Census using 1980 census data showed that there were an estimated 11,430,964 displaced homemakers in the U.S. According to the 1980 census study:

- Displaced homemakers are predominantly older women. Seventy percent are over 55 years old and 54 percent are over 65.

- A large proportion of displaced homemakers are poor. Two in five (40%) live below the federal poverty level.

- Two thirds (67%) of all displaced homemakers are widows and 30% are divorced or separated.

- Minority women are overrepresented in relation to their representation in the population, with black women comprising 16% and Hispanic women 5% of all displaced homemakers.

- Nearly one out of every four (22%) displaced homemakers has minor children at home. Over half (57%) of all displaced homemakers aged 35 to 54 have minor children living at home; nearly half (46%) of the women in this age group are living in poverty.

- Minority displaced homemakers are even more likely to have children in their care: 38% of black displaced homemakers and 51% of Hispanics have children under 18 at home as compared to 17% of whites.

- Approximately one third (32%) of all displaced homemakers are in their prime working years, aged 35 to 64.

The vast majority of displaced homemakers are not working. Of those working, two in five (40%) have children under 18 years old in their care.

- The older a displaced homemaker is, the less likely she is to be working; about 75% of women aged 55-64 are not employed. (Not all want to enter the job market.)

- Nearly half (44%) have completed high school, including 18% who have attained some education beyond high school.

Mr. Chairman, in designing training programs for displaced homemakers it is critical to examine the multiple barriers they face in entering the labor force. These include a lack of recent skill training, education or work experience, and discrimination as well. Frequently, displaced homemakers are isolated, feeling that they are the only ones in their situation. This feeling, sometimes further complicated by feelings of inadequacy and/or humiliation, prevents them from searching out or having knowledge of programs that exist to serve them. Those displaced homemakers who have spent a substantial number of years outside the paid labor force also often lack the confidence needed to engage effectively in job search activities. They often cannot comprehend that their homemaking activities could be of value in the paid labor force. They may have little knowledge of their own career interests or the kinds of jobs that exist and the salary levels associated with various jobs.

Many displaced homemakers while seeking to enter the paid workforce, still maintain families. Displaced homemakers often face lack of health insurance coverage, lack of housing, and/or non-payment of child support, among other legal concerns. In 1983 only 58% of eligible displaced homemakers were awarded or had an agreement to receive child support.

The particular constellation of barriers faced by displaced homemakers came to public visibility little more than a decade ago. Early programs laid important groundwork on how to leverage the Federal employment and training system to respond specifically to their circumstances. Implementation strategies, for example, included self-assessment, confidence building, life management skills, career assessment and exploration.

The Job Training Partnership Act (JTPA) offers services to those homemakers who are unemployed and economically disadvantaged. These displaced homemakers are automatically eligible for training and employment services under Title II-A of the Job Training Partnership Act. In addition, displaced homemakers who are not economically disadvantaged but have encountered barriers to employment are among those specifically targeted for assistance under the 10% window. This window allows up to 10% participation of JTPA participants who are not economically disadvantaged but who have barriers to employment.

In Program Year 1987, 21,800 displaced homemakers were served under JTPA Title II-A. Of these, 96 percent were economically disadvantaged, and 63 percent were public assistance recipients (including AFDC recipients). Eighty-seven percent were between the ages of 22 and 54. The JTPA Title III Dislocated Workers Program served an additional 1,300 displaced homemakers in Program Year 1987.

Many displaced homemakers receive AFDC for a period before achieving self-support. A little less than one-third of the 3.8 million families receiving AFDC in an average month in 1987 were on the rolls due to divorce or separation. The Family Support Act of 1988 significantly increases the amount of resources available for education, training, employment activities and support services for AFDC parents working their way off welfare. Over the next seven years, States will be entitled to receive $6.8 billion in Federal matching funds for the Job Opportunities and Basic Skills Training Program under this statute. In addition, the Family Support Act provides for one year of continued child care and Medicaid benefits for families who work their way off the AFDC rolls. Funding for support services is through open-ended matching formulas. States must spend at least 55 percent of their JOBS funds on serving certain target groups, including mothers whose youngest child is within two years of being ineligible for AFDC.

Because of the various needs of the displaced homemaker population that go beyond employability assistance, the Labor Department's Employment and Training Administration (ETA), is sponsoring demonstration grants to foster State and local coordination of interagency services for displaced homemakers.

Seven local organizations received grant funds (totaling $350,000) to plan and/or operate displaced homemaker programs with fully integrated, comprehensive services and with delivery strategies

tailored to the client population. It was expected that the service providers would then sustain collaborative efforts for as long as a need existed. Descriptions of the seven projects follow:

Contra Costa County Private Industry Council
Concord, California

Provides assistance and resources which enable displaced homemakers who are victims of domestic violence to become more sufficient through PIC programs supplemented by support services of Battered Women's Alternatives.

D. C. Private Industry Council
Washington, D.C.

Develop a service delivery plan targeting displaced homemakers in the District of Columbia. The Project works with the employer community to improve the linkages between the education and training of displaced homemakers and their job placement.

Trenton Junior College
Trenton, Missouri

Planning grant to further develop and help spread knowledge of effective means of State and local coordination of services to displaced homemakers through JTPA/PIC initiatives. The primary aim of the project is to contribute to the self-sufficiency of displaced homemakers by improving their classroom training completion rate and increasing the entered employment and job retention rates.

Tecumseh Consortium (Ohio SDA #11)
Springfield, Ohio

Establish a comprehensive delivery system for the provision of services to displaced homemakers in the area and, in so doing, establish JTPA as the central coordinating body for services to this target group.

South Coast Business Employment Corporation
Coos Bay, Oregon

Strengthen displaced homemaker program services, especially the job assistance phase, and demonstrate successful reduction of the time and effort required for individuals to enter employment which pays a family wage and is compatible with their skills and interests.

Mid-Willamette Jobs Council
Salem,Oregon

Develop and demonstrate a model project of interagency coordination for successful employment of displaced homemakers.

Bear River Association of Governments
Logan, Utah

Establish a unified interagency approach to reach and serve displaced homemakers resulting in employment in managerial positions.

The passage of the Carl D. Perkins Vocational Education Act in 1984 provided for expanded emphasis on sex equity in vocational education in general, and for displaced homemakers in particular. Reauthorization and redesign of the Act, as you know Mr. Chairman, are currently pending in Congress. A survey of programs serving displaced homemakers conducted by the Displaced Homemakers Network, Inc. in 1986 reflected the extent to which displaced homemakers had benefited under the Act. An increase was clearly evident in the number of funded programs--from 423 in 1984 to more than 900 in 1986.

The Women's Bureau, has used the Displaced Homemakers Network, Inc. as the primary vehicle in responding to the unique needs of displaced homemakers. A major portion of the Network's operations is supported through a grant from the Bureau. July 1989, will mark the sixth year of funding for the Network's technical assistance to approximately 1,000 displaced homemaker programs nationwide from Women's Bureau resources. Activities under the current grant fall into two categories:

- Technical assistance, training and support services to local displaced homemaker programs and others working to strengthen services to displaced homemakers; and

- National initiatives designed to respond to issues common to all displaced homemaker programs.

As part of the first activity, the Network provides assistance and serves as a resource to a wide range of organizations/programs including displaced homemaker programs, State agencies, State and Federal legislatures, employers, media, commissions, researchers, policy makers, and advocates. Assistance is given on a wide range of issues affecting displaced homemakers and local programs, such as appropriate outreach, referrals of women to different kinds of programs in their community and serving minority women. The network also provides training on resource development, analysis of State and Federal legislative proposals, and methods of data collection on local programs.

Included in this activity is the Regional Initiatives effort which provides each of the Network's ten regional representatives with funds to support technical assistance activities in the regions. The National Initiatives portion of the Network's 1988/89 grant focuses on three major projects.

- Assisting displaced homemaker programs to encourage employers to hire displaced homemakers, particularly older women. Five local displaced homemaker programs are working with the Network during the grant year to test the materials, which include a training kit/video.

- Working with five local displaced homemaker programs, the Network is developing and testing strategies for outreach and service to minority displaced homemakers. A handbook and training session on serving minority displaced homemakers is being developed.

- Working with three local displaced homemaker projects, the Network is conducting a project to try to increase displaced homemaker participation in JTPA programs. The Network is working with the sites to develop and submit proposals, follow through with local Private Industry Councils and track their experiences. A final report will specify recommended policy and/or operational changes for the JTPA system.

This Women's Bureau grant runs from July 1, 1988 through June 30, 1989. Projects under the auspices of past Women's Bureau grants include:

- Data Collection

  A standardized data collection system was developed and has been adopted on a voluntary basis by several states. This is meant to coordinate and simplify the variety of data collection requirements placed on local programs due to the numerous funding sources used to support programs.

- Management and Resource Training

  Management and Resource Development training materials were developed and provided to local displaced homemaker programs to enhance their management and self-sufficiency.

- Resource Bank

  The Network developed a Resource Bank in an effort to give the approximately 1000 local displaced homemaker programs greater access to information and materials which will help to strengthen their specific administration and/or program needs.

- Collaboration Effort

  The Network served as the prime contractor in the development of materials and presentation of information fostering collaboration between JTPA and vocational education service providers. The presentations were made in 10 regional sites selected by the Women's Bureau.

Mr. Chairman, the various discussions earlier in my testimony on the employment related barriers facing displaced homemakers and the Federal programs available to them, were provided to give a clear picture of their multi-faceted needs and the targeted assistance in employment and training programs available to them. I will now focus my remarks on displaced homemakers as part of Workforce 2000.

The moderate outlook for the economy of the future includes strong competition from abroad for markets, improved ability of the U.S. to compete internationally with higher productivity, and a continued shift to a more service-oriented economy. The outlook also is for a tightened labor market and increased demand for higher skilled workers. There will be an increasing reliance on women, minorities, and immigrants to meet these demands. Greater employment opportunity will be available for women who have suffered displacement from their homemaking roles, but, like other workers, only if they have the necessary skills.

The projections of the Bureau of Labor Statistics (BLS) and others, such as the Hudson Institute all agree on the basic findings, grounded in the demographics of the population, that the labor force of the future will be older and almost evenly distributed by sex.

According to the BLS, there will be 66 million women in the labor force in 2000, comprising 47 percent of the nation's workers. Virtually all of the expected 13 million growth in women's labor force participation will be among those ages 35 to 54, the mature "baby boom" women. The labor force of women ages 35-44 will grow by 51 percent and for those ages 45-54 by 84 percent. Less spectacular growth also is projected for women 16-19 and 55-64. In general, homemaker displacement occurs after many years out of the labor force; frequently when people are in their 40's or older. The loss of a mate through death, divorce, or abandonment is traumatic -- even more so if there is simultaneously loss of economic support and income.

Although divorce rates have decreased from their peak levels of 1979 and 1981, and are now holding steady, they are still about half as high as marriage rates. We can expect, therefore, that some of the 13 million women ages 35-64 will enter the labor force as the result of divorce-caused dislocation. Others may become widowed, and still others abandoned or otherwise suddenly the sole support of dependent families.

The percentage of all women ages 35 to 44 working or looking for work will be the highest of any age group of women at 84 percent by 2000, and among all women ages 25 to 54 at 81 percent. Many among that portion meeting the definition of displaced homemaker will be included in the potential labor force of the future. Some 61

percent of the 21 million total new entrants to the labor force between 1986 and 2000 have been projected to be women between the ages of 35 and 54. We can expect to have to deal frequently with the phenomenon of homemaker displacement into the foreseeable future as we seek also to improve the quality and efficiency of U.S. workers.

How displaced homemakers fare in the workforce of the future will depend largely on their basic abilities, their work experience, and the types of training and support services they receive. Based on the Bureau's experience in working with displaced homeworkers, access to education and training is foremost for those without work experience or basic skills. Without access to vocational education, GED programs, adult education, and literacy remediation, many displaced homemakers will be severely limited in their ability to succeed in the workplace. Education programs for mid-life and older displaced homemakers (ages 35 and up) should be designed around adult learning principles and allow for the likelihood that they may have been out of the classroom for several decades. Intervention strategies for women 55 and older should recognize the likely need for remedial education and literacy training.

We recognize that there are common elements needed in all training programs for the disadvantaged, but based on our learnings from demonstration programs we find that effectiveness for displaced homemakers is increased when program services are specifically

adapted to meet their needs. Particularly as we look toward the year 2000, we will encourage the design of programs with such components as the following:

- Outreach - adequate outreach that is specifically targeted to displaced homemakers, and is matched to the racial/ethnic/age distribution of the targeted group in the geographic area being served; rural areas, may require itinerant programming.

- Intake/Orientation - procedures that recognize the lack of confidence common to displaced homemakers and the need for an immediate positive experience; orientation procedures that provide displaced homemakers with an introduction to the programs and especially to other participants.

- Personal Counseling - individual personal counseling, guided support groups, crisis intervention services, on-going counseling both on a regular and as-needed basis, and appropriate referrals to mental health professionals.

- Assessment and Testing - Skill and interest testing which emphasizes the identification and transfer to the paid labor force of skills developed in homemaking, child-rearing, and volunteer work.

- Career/Educational Counseling - activities and resources presenting a broad range of career and educational options in the context of local labor market data, and including information about nontraditional jobs, entrepreneurial options, vocational training, basic education, high school equivalency, financial aid, and short-term as well as traditional programs.

- Life Skill Development - workshops on confidence building, single parenting, short and long-range planning and goal setting, financial management, dressing for the labor force, health concerns of mature women.

- Skills Training - access to skill training programs (including classroom training, internships, and on-the-job training in both traditional and non-traditional areas).

- Pre-Employment Preparation - activities to prepare for finding and keeping a job, such as preparing a resume, filling out job applications, taking tests,

handling interviews, and negotiating salary; discussions of rights and responsibilities on the job.

- Supportive Services - needed services such as, transportation allowances, child care, tuition, and tutoring.

- Referrals - initial referrals and follow-up for such services as legal aid, health care, housing, debt management, and vocational rehabilitation.

- Job Development/Placement - outreach to potential employers, linkages with employment services, direct program placement, guided job clubs, assisted self-placement, and adequate follow-up.

- Program Management - staffing that reflects the racial/ethnic composition of the geographic area served and that includes former displaced homemakers; appropriate management information systems that include up-to-date client files and monthly compilation of data on client characteristics and program results; public information activities to

educate potential employers and skills; appropriate linkages with other agencies; and fiscal accountability.

Mr. Chairman, we have reviewed the special barriers faced by displaced homemakers, we have given examples of existing coordinated programs, have forecast the opportunities for this group in Workforce 2000 if adequate skill training is provided to those who need it and have identified key components of effective programs. This concludes my prepared statement. I would be happy to respond to any questions that you or other members of the Subcommittee may have.

Senator SIMON. Next we have a panel made up of Kathy Sorensen, Molly Wilkes, Diana McLaughlin, Caroline Strong, and Jean Martinelli. Kathy Sorensen is the Director of the Displaced Homemaker Program, Richland Community College in Decatur, Illinois. We will use the five- minute rule and we will enter your full statements in the record. Ms. Sorensen, we will start with you.

STATEMENTS OF KATHY SORENSEN, DIRECTOR, DISPLACED HOMEMAKER PROGRAM, RICHLAND COMMUNITY COLLEGE, DECATUR, IL; CAROLINE STRONG, COORDINATOR, LIFELINE PROGRAM, UNION MEMORIAL HOSPITAL, BALTIMORE, MD, ACCOMPANIED BY DIANA MCLAUGHLIN, DISPLACED HOMEMAKER COUNSELOR, MARYLAND NEW DIRECTIONS, BALTIMORE, MD; MOLLY WILKES, COUNSELOR FOR WOMEN'S PROGRAMS, SPARTANBURG TECHNICAL COLLEGE, SPARTANBURG, SC, AND JEAN MARTINELLI, DIRECTOR, VOLUNTEER SERVICES, UNION MEMORIAL HOSPITAL, BALTIMORE, MD

Ms. SORENSEN. Thank you, Senator Simon, and members of the committee. I am very pleased to be here to represent local displaced homemaker programs, and I have been asked to talk from that perspective. I will present to you information which I hope shows very clearly that funding that exists now, both Carl Perkins and State funding, certainly in the State of Illinois, is absolutely does not come anywhere near meeting the need we have in Illinois. And it is imperative that the special Federal funding targeted for the unique problems of displaced homemakers be enacted if we are to help the 11.5 million women make the transition from homemakers to wage earners.

As you said, I am director of a local program at Richland Community College in Decatur. The program has three sources of funding, plus the college provides numerous in-kind services making the program extremely cost effective in comparison to other programs. The Decatur program receives only $18,000 from the State of Illinois to serve what we estimate to be nearly 2,000 displaced homemakers in Macon County. With that kind of funding, we can only serve approximately 100 women a year. So we are serving a fraction of the women that are out there.

Of course, I can only have a part-time staff with that funding. I operate ten months of the year with that particular funding so it is a very, very small amount of money to help these women. For each of the past 4 years, we have also received funding from the Carl Perkins Vocational Education Act, and I can tell you that he saved my program. Without this additional funding, I do not see how we could continue to exist.

That funding happily, I cay say, provides much needed tuition day care transportation dollars for these displaced homemakers so they can be trained. And with that money, we are able to serve an additional 50 or so women and then also the hundred women that are already in our program.

There are, however, lots of problems with the Carl Perkins Act in terms of serving displaced homemakers. That is all displaced homemakers are not single parents, and at least in Illinois the way it is being interpreted there are many of my displaced homemakers

whose children are grown because we do serve an older population who cannot receive the help with the tuition and all of that.

Another problem is that they must be receiving vocational training so if a woman decides that a bachelor's degree, say, in education would be her goal, then she cannot receive funding under the program. Those are two of the problems. The third one is that the State of Illinois has decided that 40 percent of each program will serve 40 percent of teen parents with the money that we previously used just to serve displaced homemakers. So that funding base has eroded and eroded and eroded until the Carl Perkins is now able to serve only a fraction of the displaced homemakers.

The last source of funding I have is a small grant from the Illinois Department of Public Aid. We serve public aid recipients, potential public aid recipients and victims of domestic violence whether they are married or not married. Most of the clients in that program are also displaced homemakers.

In total, then, my program has 96,000 to serve the entire education employment needs for displaced homemakers and single parents. In a county with a population of 125,000 and I might add a county that has been hard hit by unemployment. We are an industrial city. I have two fulltime, two part-time staff members. We have a low cost per participant, a low cost per placement, but we only serve, I estimate, one-tenth of the population, and that may be a conservative number.

Statewide, the situation is worse. Geographically we cover about a third of the State in Illinois. We have 13 centers. The State budget is $442,000. Programs in Illinois have not had a funding increase in 10 years. There are over 600,000 displaced homemakers in Illinois, and also I believe that is a conservative number. The State programs can only serve just over 1,500 clients, and this means that we serve about one out of every 400 women that would be eligible, and I think that is an amazing figure.

Another funding source which I have to consider and talk about—it has already been brought up—is JTPA. There have been many questions here today, and I would say that in Illinois it is impossible to find out how many displaced homemakers are served by JTPA.

I can talk about our local program. We work very closely with JTPA. We refer women to JTPA and most of the displaced homemakers served in Macon County are referred by my program. I obviously cannot hope to provide on the job training placements the way JTPA does. Illinois only funds one displaced homemaker program in Illinois.

This scenario, then, of low funding and trying to make displaced homemakers fit in other categories and programs is repeated all over the country as you will hear. In Illinois, I believe we have made an impressive start. I am proud to say that we have combined the Federal Carl Perkins money and the State money to provide 13 excellent small programs with all the essential ingredients necessary.

We are very cost effective. If you compare us with dislocated worker programs or Title II, we place people in an extremely cost effective manner. A comparison, I think, that will help is to tell you that in the Dislocated Worker Program, in Macon County, in

21-750 0 - 89 - 2

my county alone last year, the Dislocated Worker Program received more money from the Federal Government than the entire State of Illinois had to serve for displaced homemakers.

I am not critical of that funding. They have helped thousands of workers retrain. But I do question this disparity in funding levels where $500,000 helps workers who have lost their jobs in factories, while $18,000 helps women who have lost their jobs as homemakers.

This act, the Displaced Homemaker Training and Economic Self-Sufficiency Act, is the only thing I have seen that would address the critical needs of the 11.5 million displaced homemakers. It contains all the provisions. It would make a fantastic difference in Illinois. I can tell you the amount of people we could serve and the way we could serve them. So I urge your support and thank you very much for this time.

Senator SIMON. Thank you very much, Ms. Sorensen.

[The prepared statement of Ms. Sorensen follows:]

PREPARED STATEMENT OF KATHY SORENSEN

Thank you Senator Simon and members of the committee for the opportunity to testify on behalf of Displaced Homemaker Programs. I will present information which shows clearly that current funding for Displaced Homemaker Programs is inadequate. Federal funding targeted for the unique and special needs of displaced homemakers is imperative if we are to help 11.5 million women make the transition from homemaker to wage earner.

I am director of the Displaced Homemaker Program in Decatur, Illinois, which is housed at Richland Community College. This program has 3 sources of funding, plus numerous in-kind benefits from the community college which make the program very cost effective. The Decatur program receives only $18,300 from the state of Illinois. We are able to serve just under 100 of the nearly 2000 displaced homemakers there are estimated to be in the county. With this small budget I can employ only a part-time staff member, and must limit client enrollment.

For each of the past four years the Decatur program has also received $55,000 from the Carl Perkins Vocational Education Act. This money literally saved the program from closing. It is used to provide funds for vocational training, as well as day care and transportation costs for single parents and low income married homemakers. With these funds we serve those in our displaced homemaker program plus an additional fifty women.

Unfortunately, there are problems with the Carl Perkins funding. All displaced homemakers are not single parents, and so many are not eligible for services. Those that are eligible are required to take only vocational programs. Anyone desiring a teaching degree, for example, is not eligible for assistance under the guidelines in Illinois. Two years ago the state made an additional demand on our allocation, insisting that 40% of the participants served be teen parents. This has further eroded the funds we have used to serve displaced homemakers, while adding another client population for overworked staff to serve.

The last funding source is a $23,000 grant from the Illinois Department of Public Aid. It serves public aid recipients, potential public aid recipients and victims of domestic violence. Most of these women are displaced homemakers.

In total, the Decatur program budget is $96,000 to serve the entire education and employment needs for displaced homemakers and single parents in a county with a population of approximately 125,000. I have two full-time and two part time staff members. Our cost per participant is extremely low, as is our cost per placement. But we can serve only one tenth of the population in need.

Statewide, the situation is even worse. Geographically only about one third of the state is served by the 13 centers. The state budget is $442,300 and programs have not had a funding increase in 10 years. There are over 600,000 displaced homemakers in Illinois, yet the state programs can afford to serve just over 1500 clients. This means only one out of every 400 eligible women receive services.

Another funding source which must be considered in JTPA. It is impossible to ascertain how many displaced homemakers are served by JTPA in Illinois, because of differences in definitions and problems with reporting procedures. I can, however, state with some authority about JTPA services in Macon County. Approximately 90% of displaced homemakers served there are referred by my program. JTPA does not do a good job recruiting displaced homemakers, nor does it have the specialized program necessary to serve displaced homemakers.

My program does, however, refer clients to JTPA once we have provided some services because JTPA can offer them a subsidized "on the job training" (OJT) placement, which we can not afford. In other words my program is providing JTPA with job ready clients, while receiving no JTPA dollars to do so. JTPA does fund one displaced homemaker program in suburban Chicago which is very successful. To date, however, no other Private Industry Council has expended funds for displaced homemaker programs in Illinois.

This scenario of low funding and of trying to make displaced homemakers "fit in" other categories and programs is repeated in most states. Twenty seven states, in fact, have no state financing. Indiana, for example, only has Carl Perkins funding, which is earmarked only for vocational training so does not allow for the other services most displaced homemakers need.

In Illinois I believe we have made an impressive beginning. I am proud to say we have combined state funds with Carl Perkins funds to build 13 small programs that include all the essential ingredients necessary to assist women gain economic independence.
It is an extremely cost effective program. Our cost per participant is only $273 and cost per entered employment only $811. This compares favorably with Dislocated Workers Program cost per participant of $741 and cost per entered employment of $1,234.

Another comparison with Dislocated Workers Program will help point out our severe funding problems. In FY 88 the Dislocated Workers program in my county alone received more money from the federal government than Illinois allocated for the entire state for displaced homemakers. I am not critical of the Dislocated Workers program. They have helped thousands of workers retrain for new careers in my county. But I do question the disparity in funding levels where $500,000 helps workers who have lost their job in factories, while $18,000 helps women who have lost their jobs as homemakers.

The Displaced Homemaker Training and Economic Self Sufficiency Act of 1989 is the only way to address the critical needs of this nation's 11.5 million displaced homemakers. It contains all the necessary provisions to set up excellent programs, and targets the neediest women; those who are 45 and older, and those who have been out of the workforce many years. Without federal legislation the states will continue to ignore displaced homemakers.

This act gives me hope for the future. I hope that this nation will not continue to turn its back on middle aged and older women. I hope that the federal government will realize how necessary, indeed, critical it is to assist these women to acquire the skills they need to enter the workplace which clearly needs their skills. I hope that these women will not need to turn to welfare in desperation or stay on welfare in despair. I urge you to support this act, and thank you for the opportunity to express my views.

Senator SIMON. Diana McLaughlin, I understand you are a counselor, and you are going to introduce our next witness.

Ms. MCLAUGHLIN. My name is Diana McLaughlin, and I am a displaced homemaker counselor at the Center in Baltimore City. Twelve years ago I testified before the House on the CETA bill for funds for displaced homemakers. At that point, I was a displaced homemaker. Since then I have been working at the Center for Displaced Homemakers in Baltimore helping other people become self-sufficient like I became.

Today I am here to introduce Caroline Strong. She is a displaced homemaker who came to us in 1986. She is here to talk about her experiences as how she finally moved on to self-sufficiency and to become a paying taxpayer in her own right.

Ms. STRONG. Thank you.

Senator SIMON. Very happy to have you with us, Ms. Strong.

Ms. STRONG. Thank you very much. I am 45 years old, and I was married for 20 years. I grew up in a time when parents stayed married forever, and women went to college to study liberal arts and find a husband. Everything worked as I had planned. Two years out of college I married. Two years later our son was born, and 4 years later our second son.

My husband came from the same background as I, parents happily married, mother at home rearing four children. He wanted me at home with the children even though for some years while he built his law practice we had to pinch pennies. One evening he announced he wanted out of the marriage. At that time our sons were almost 12 and 16. The next 2 years were very traumatic for all three of us. I was seeing a psychiatrist for my depression. I was always tired and could never get enough sleep. The boys began having trouble in school.

I had a B.A. in history and a minor in biology. But I knew nothing about how to find a job, much less how to fix a smoke detector. I was terrified. A friend of mine had just received an invitation in the mail for a seminar for divorced and widowed men and women. I didn't want to go, but she insisted that it was time I got out of the house. At the seminar I signed up for a class for displaced homemakers given by Maryland New Directions.

Everything that was said in that class seemed to be directed at me. My friend and I signed up to take classes at Maryland New Directions through Displaced Homemakers Program. I could never have gone alone, but with her support I began my first steps out of depression and terror and into the working world. My psychiatrist was a nice man, but his help was not what I needed. I needed to regain some self-esteem, to be told I was not alone, and that I did have skills and abilities which someone would be willing to hire me.

Maryland New Directions Displaced Homemakers Program also taught me that I could take care of myself, that I could live without a man, and that I could support myself and my children. Maryland New Directions has so many useful tests and information to help me decide what work I would be suited for and would enjoy. Then Maryland New Directions found an internship for me at Union Memorial Hospital in Baltimore. The hospital's Lifeline

Emergency Response System had been staffed by volunteers, but it was growing and becoming more complex.

I was paid a stipend by Maryland New Directions through the Displaced Homemakers Program. Even though it was not much, it was the money I had earned in 20 years. I worked five or six months on an internship after which the hospital and the auxiliary hired me on a part-time basis later to become a full time as coordinator of the Lifeline Program.

I do not want to sound dramatic, but I honestly do not know what would have happened to me if it had not been for Maryland New Directions and Jean Martinelli, the Director of Volunteers at Union Memorial, and Nancy Holden, the President of the Auxiliary. Jean took a big chance on me. I was scared to death, had not done anything of value in 20 years, and she gave me a job, and not only did she give me a job, but she let me have the job. She made me believe I could do the job, and she would help me when I asked her, but she never made me feel are you doing all right. Should I look into your reports. She really made it happen for me. Thank you very much.

Senator SIMON. We thank you.

[The prepared statement of Ms. Strong follows:]

Maryland New Directions, Inc.

TESTIMONY OF

CAROLYN STRONG

FOR

THE SUBCOMMITTEE ON
EMPLOYMENT AND PRODUCTIVITY

I grew up in a time when parents stayed married a lifetime, and women went to college to study liberal arts and find a husband.

Everything worked as planned. Then, two years out of college, I married. Two years later, our son was born. Four years later, our second son was born.

My husband came from the same background as I - parents happily married, mother at home rearing four children. He wanted me at home with the children, even though for some years, while he built his legal practice, we had to pinch pennies.

One evening, he announced that he wanted out of the marriage. At the time, our sons were almost 12 and 16.

The next two years were very traumatic for all three of us. I was seeing a psychiatrist for my depression. I was always tired and could never get enough sleep. The boys began having touble in school.

I had a BA in History and a minor in Biology, but I knew nothing about how to find a job, much less how to fix the smoke detector. I was terrified.

A friend of mine had just received an invitation in the mail for a seminar for divorced or widowed men and women. I didn't want to go, but she insisted that it was time I got out of the house.

At the seminar, I sighned up for a class for displaced homemakers given by Maryland New Directions (MND). Everything that was said in that class seemed to be directed to me.

My friend and I signed up to take classes at MND through the Displaced Homemaker Program. I could never have gone alone, but with her support, I began my first steps out of depression and terror, and into the working world.

Administrative Offices : 2517 North Charles Street • Baltimore, Maryland 21218 • (301) 235-8800
Career Resource Center: 12 East 25th Street • Baltimore, Maryland 21218 • (301) 235-0350

My psychiatrist was a nice man, but his help was not what I needed. I needed to regain some self-esteem, to be told I was not alone and that I did have skills and abilities for which someone would be willing to hire me.

MND's Displaced Homemaker Program also taught me that I could take care of myself, that I could live without a man, and that I could support myself and my children.

MND had so many useful tests and information to help me decide what work I would be suited for and enjoy. Then, MND found an internship for me at Union Memorial Hospital in Baltimore. The hospital's Lifeline Emergency Response System had been staffed by volunteers, but it was growing and becoming more complex. I was paid a stipend by MND through the Displaced Homemaker Program. Even though it wasn't much, it was the first money I had earned in 20 years. I worked 5 or 6 months on an internship, after which the hospital and the auxilliary hired me on a part-time basis - later to become full-time, as Coordinator of the Lifeline Program.

I don't want to sound dramatic, but I honestly don't know what would have happened to me without the help of the MND's Displaced Homemaker Program, and hospital employees, Jean Martinelli (Director of Volunteer Services) and Nancy Holden (President of the Auxilliary).

----------END OF TESTIMONY----------

Signed Carolyn Strong
Carolyn Strong

Date 6/1/89.

Senator SIMON. I think next we ought to take Jean Martinelli before we hear from Molly Wilkes after that marvelous introduction. She is the Director of Volunteer Services for Union Memorial Hospital in Baltimore.

Ms. MARTINELLI. Thank you, Senator. As Director of Volunteer Services, my job I recruit, interview and place volunteers within the hospital according to the client's knowledge, talent and time. At present there are 297 volunteers placed in the Union Memorial Hospital. I have been in this position for 12 years.

Across the country, the number of volunteers is diminishing at a time when the need for volunteer talent is expanding in not-for-profit organizations. Americans are working longer. In particular, women after raising a family are looking for self satisfaction by entering the job market or returning to school. I bless all of them.

At Union Memorial Hospital, a creative solution was necessary for me to find more volunteers. Years ago, Diana McLaughlin, a representative of Maryland's New Directions for Women, met with me and explained the Displaced Homemakers Program. I was impressed and decided to implement this program at Union Memorial Hospital for it fulfilled the hospital's need for more volunteers and it presented an opportunity to participate in community outreach.

The procedure is very simple. Displaced Homemakers send the applicant to Union Memorial. Following an interview in which I seek information about the applicant's interest and skills I recommend a position. Once we decide on a position, the applicant follows hospital policies and procedures for all volunteers such as signing in and out to record hours, so that the volunteer is covered by hospital insurance.

If there are any problems, the volunteer simply tells me. I also verify their hours for Maryland New Directions for Women in order for these volunteers to be paid. We are proud of the 21 displaced persons who have worked at Union Memorial Hospital over the years. While not all of them stayed on as employees, the majority has surely benefited from the experiences. I have some success stories included in my statement.

Caroline, of course, is my Lifeline Coordinator, and works in my office. I would like to thank her publicly. Betty—I did not use last names—but Betty came to me fresh out of a divorce. She had some God-given talents. We put her down in the electrocardiogram department, and she ends up with a job, and she is a fulltime employee at our hospital.

Then we had Chelsie who was a happy little girl, and we decided she had the personality to work in the emergency room as a registrar to try to keep people's stress down. Pat was in the out-patient clinic where I put her. She liked it, and she finally found some temporary work as a home care aid. Irma went on to nursing school after working in the recovery room as did Katherine. Katherine went on to nursing school after working in the operating room.

Diane worked in community relations to finish her B.A. degree, and Sandy is working in community relations since she has a talent for writing, but never had a formal education.

Through volunteering, an individual contributes to the community at the same time the volunteer gains knowledge, experience and

self-esteem. Displaced homemakers need this opportunity. The Displaced Homemaker Program is working by providing critically needed help to women of all ages who find themselves in the position of being the primary supporter of themselves and their families.

Divorce or the death of a spouse leaves scars. To have the courage to pick yourself up, set new goals and change your lifestyle is so important to these women. I know I speak for the Union Memorial Hospital when I say it is our pleasure to help our community through this important program. In conclusion, and on a personal note, I was legally separated for 3 years after 30 years of marriage, and I believe I understand the emotional turmoil that these ladies face. I am fortunate as my husband and I are united once again, but the experience is one I will never ever forget. Thank you, sir.

Senator SIMON. Thank you very much.

[The prepared statement of Ms. Martinelli follows:]

June 1, 1989

SENATE SUBCOMMITTEE

TESTIMONY

Displaced Homemaker Program

Maryland's New Directions for Women

Submitted by: Mrs. Frances Jean Martinelli
Director of Volunteer Services
The Union Memorial Hospital
201 East University Parkway
Baltimore, Maryland 21218

As Director of Volunteer Services, I recruit, interview and place volunteers within the hospital, according to the clients' knowledge, talents and time. At present, there are 297 volunteers placed in The Union Memorial Hospital. I have been in this position for twelve years.

Across the country the number of volunteers is diminishing at a time when the need for volunteer talent is expanding in not-for-profit organizations. Americans are working longer. In particular, women, after raising a family, are looking for self-satisfaction by entering the job market or returning to school.

At Union Memorial Hospital, a creative solution was necessary. Years ago, Diana McLaughlin, a representative of Maryland's New Directions for Women, met with me and explained the Displaced

Homemaker Program. I was impressed and decided to implement this program at Union Memorial Hospital, for it fulfilled the hospital's need for more volunteers, and it presented an opportunity to participate in community outreach.

The procedure is simple. Displaced Homemakers sends the applicant to Union Memorial. Following an interview, in which I seek information about the applicant's interests and skills, I recommend a position. Once we decide on a position, the applicant follows hospital policies and procedures for all volunteers, such as signing in and out to record hours so that the volunteer is covered by hospital insurance. If there are any problems, the volunteer simply tells me. I also verify their hours for Maryland's New Directions for Women in order for these volunteers to be paid.

We are proud of the twenty-one displaced persons who have worked at Union Memorial Hospital over the years. While not all of them stayed on as employees, the majority have surely benefited from the experiences. Some success stories include:

1. Caroline - Lifeline Coordinator (40 hours employed)
2. Betty - EKG Technician (40 hours employed)
3. Chelsie - Emergency Room Registrar (30 hours employed)
4. Pat - Out-Patient Clinic and finding temporary work as a Home Care Aide (Part-time)
5. Irma - Went on to Nursing School after working in the Recovery Room

6. Katherine - Went on to Nursing School after working in the Operating Room
7. Diane - Worked in Community Relations to finish her BA Degree
8. Sandy - Working in Community Relations since she has a talent for writing but never had a formal education.

Through volunteering, an individual contributes to the community at the same time the volunteer gains knowledge, experience and self-esteem. Displaced homemakers need this opportunity.

The Displaced Homemaker Program is working by providing critically needed help to women of all ages who find themselves in the position of being the primary supporter of themselves and their families. Divorce or the death of a spouse leaves scars. To have the courage to pick yourself up, set new goals, and change your lifestyle is so important to these women. I know I speak for The Union Memorial Hospital when I say it is our pleasure to help our community through this important program.

In conclusion, and on a personal note, I was legally separated for three years, after 30 years of marriage, and I believe I understand the emotional turmoil these ladies face. I am fortunate as my husband and I are united once again, but the experience is one I will never, ever forget.

Thank you.

Maryland New Directions, Inc.

THE DISPLACED HOMEMAKER PROGRAM
OF
MARYLAND NEW DIRECTIONS, INC.

The Displaced Homemaker Program of Maryland New Directions, Inc. (MND), is funded by the Maryland State Department of Human Resources. MND was the second agency in the nation to devise a displaced homemaker program, and the first to have the program adopted as a national model.

Since its inception in October of 1972, over 10,000 individuals have received services through the Displaced Homemaker program of Maryland New Directions in such areas as skills evaluation and testing, resume writing and interviewing skills, various workshops and seminars, interships, mini-internships, educational and survival assistance.

The program provides comprehensive services to individuals over the age of 35 who were divorced, widowed or separated, and have lost support for their jobs as homemakers.

Several program innovations initiated in 1987 were refined in 1988 to respond more specifically to client educational levels and expressed feelings of failure. The mini-internships were especially effective, as were the special support services available to help meet basic survival needs.

In 1988, more than 250 clients were enrolled in educational programs, worked in interships or mini-internships, or were otherwise assisted to varying degrees, according to individual need. The Self Help Support group and the Upward Mobility group continued as successful evening activities for displaced homemakers.

When considering the value of such a program, it must also be noted that a large percentage of the individuals served are single parents. Not only does the program give the individual an opportunity to be a self-sustaining, productive member of society, but it also enhances the quality of life for the families of the individuals served, thereby benefiting the community in general.

Rose Marie Campbell
Executive Director

Administrative Offices : 2517 North Charles Street • Baltimore, Maryland 21218 • (301) 235-8800
Career Resource Center: 12 East 25th Street • Baltimore, Maryland 21218 • (301) 235-0350

Senator SIMON. We have Ms. Molly Wilkes, Molly Wilkes, Counselor of Women's Programs, Spartanburg Technical College, Spartanburg, South Carolina.

Ms. WILKES. Thank you, Senator Simon, and the Committee, for asking me here to address the needs of the displaced homemaker from the perspective of the local provider. I have worked with displaced homemakers for the past four years. Whether coming from the trauma of widowhood or divorce, the displaced homemaker is unprepared to meet and face the unknown future in which she has been thrust.

The knowledge that she needs to seek employment and must be productive to provide for her family only increases her insecurity and anxiety. What help does the displaced homemaker need before being able to move into gainful employment? In recent workshops, homemakers in my local program stated the following barriers to gainful employment: lack of vocational training, lack of awareness of personal marketing skills, lack of personal career assessment, lack of training in how to find a job, lack of awareness of traditional and nontraditional opportunities for employment and training, lack of self-confidence, lack of recent paid work experience, lack of a formal high school education, lack of recent use of academic skills, lack of funds and supportive services to pursue training.

Displaced homemakers are most often without marketable skills, either unemployed or working in low income occupations. Most fear dependence on public assistance and a variety of problems contributing to poverty. Many who have worked have been out of the labor force so long they cannot reenter without updated or new skills. When they search for employment, they are shaken by their inadequacy to secure necessary jobs.

When they are forced to turn to relatives for indefinite help, further self-esteem is lost. As heads of households it is necessary that these women achieve economic self-sufficiency. In order to reach this goal a combination of services is needed that includes counseling, job training, and job development. The displaced homemaker needs an environment that can accept and address her temporary confusion, indecisiveness and low self-esteem.

A comprehensive program and supportive network are needed that will not require her to emerge automatically from the trauma of her situation to ordering her future in a self-assertive, productive manner. The competency she felt as a homemaker is invalidated by the inadequacy she feels as a potential wage earner. Yesterday she was a competent wife and mother. Today she is an unsure and fearful job seeker. She needs a time of reorientation and redirection. She needs skilled counseling to progressively move from a sense of futility to hope. To help her deal with feelings of anger, rejection, despair and loneliness, she needs role models and group support to learn she is not isolated in her experience.

Confidence building activities and workshops are crucial for enhanced self-worth and emotional support. She does not need to be intimidated or deceived, but rather respected and guided. She needs supportive services to be able to take advantage of special training programs. Career awareness and assessment are needed for the homemaker. She needs information about the demands and expectations of potential employers.

She needs guidance in making realistic career choices in light of her skills and her abilities and of the needs in the labor force. The homemaker also needs career guidance which prepares her for the technologically advanced career options of the future.

The displaced homemaker must be assisted to recognize and realize her full potential and usefulness can make a valuable contribution to society. Displaced homemakers will need education and training to be productive members of the work force. Some will need counseling and placement in basic literacy and adult education programs to secure a GED before additional training can occur. Others will be served by short term skills training to reenter the job market. A larger number will need diploma and degree programs to ensure marketable and financially profitable careers.

Homemakers must be aware of given opportunities to better their life situations. The need for skills and training is primary in pre-employment preparation and placement. A structured and well-designed job development program is needed. The program should include the transferability of past personal and learned skills to the job arena. The displaced homemaker needs pre-employment opportunities in which she can build confidence and recognize the value of her skills, maturity, and commitment.

The road to employment for the displaced homemaker will be rocky, but she can walk it if there is a road. The destination may be distant, but she can keep going if there is a destination. It will be hard to walk independently, but she can if she has a helping hand. The Displaced Homemaker Act is an opportunity for the Congress of the United States to provide the road, the destination, and the helping hand for the displaced homemaker.

Senator SIMON. Thank you very, very much.

[The prepared statement of Ms. Wilkes follows:]

PREPARED STATEMENT OF MOLLY F. WILKES

I am Molly Wilkes from Spartanburg, SC, employed at Spartanburg Technical College as Coordinator of Women's Programs. I have been asked here today to address the needs of the displaced homemaker from the perspective of the local provider. For the past four years it has been my privilege to work with numerous displaced homemakers and struggle with them in their attempts to make the transition from being displaced to being gainfully employed.

I would like to begin by sharing my first memory of efforts to assist a displaced homemaker. A middle-aged woman appeared at my office door and poured out her story.

"Three months ago my world collapsed. I received a phone call and learned my husband's truck had turned over on a work assignment from Georgia to South Carolina. He was killed instantly.

"After the funeral the numbness and shock began to subside. Then the panic began. I realized that I was only a high school graduate. I had stayed home to raise our children, so I had no job skills or paid work experience. I lived 300 miles from a close relative and the little insurance money I had would soon be used up. My children were looking to me for assurance, and now I'm searching for someone to turn to. So I'm here. Can you help me?"

Whether coming from the trauma of widowhood or divorce, the displaced homemaker is unprepared to meet and face the unknown future in which she has been thrust. The knowledge that she needs to seek employment and must be productive to provide for her family only increases her insecurity and anxiety.

What help does the displaced homemaker need before being able to move into gainful employment?

In recent workshops, homemakers in my local program stated the following barriers to gainful employment:

1. Lack of vocational training;
2. Lack of awareness of personal marketing skills;
3. Lack of personal career assessment;
4. Lack of training in how to find a job;
5. Lack of awareness of traditional and non-traditional opportunities for employment and training;
6. Lack of self-confidence;
7. Lack of recent paid work experience;
8. Lack of a formal high school education;
9. Lack of recent use of academic skills;
10. Lack of funds and supportive services to pursue training.

Displaced homemakers are most often without marketable skills, either unemployed or working in low income occupations. They reflect the diversity of the population that crosses ethnic, cultural, and social lines. All share the common denominator of a desperate need for maintaining their families. Most fear possible dependence on the welfare system and a variety of problems contributing to poverty. Many who have worked have been out of the labor force so long they cannot re-enter without updated or new skills. When they search for employment they are shaken by their inadequacy to secure necessary jobs. When they are forced to turn to relatives for indefinite help to maintain their families, further self esteem is lost. As heads of households, it is necessary that these women achieve economic self sufficiency. In order to reach this goal a combination of supportive services is needed that includes counseling, job training, and job development.

Counseling Needs

The displaced homemaker needs an environment that can accept and address her temporary confusion, indecisiveness, and low self esteem. A comprehensive program and supportive network are needed that will not require her to emerge automatically from the trauma of her situation to ordering her future in a self-assertive, productive manner.

Consider the attack on self esteem for the homemaker - suddenly the competency she felt as a homemaker is invalidated by the inadequacy she feels as a potential wage earner. Yesterday she was a competent wife and mother. Today she is an unsure and fearful job seeker. Yesterday she was asked for recipes and expected to drive the car pool. Today she is expected to produce resumes and seek out job interviews. She has been called to task when she is vulnerable, not when she is strong.

One who has been taught to nurture and care for others is suddenly expected to have supreme knowledge of herself and of her abilities for new and unrelated work. The situation is even worse for homemakers who may be emerging from abusive marriages, patterns of helplessness, and dependency. Theirs is a desperate struggle to gain power and control over their lives.

The displaced homemaker needs a time of re-orientation and re-direction. She needs skilled counseling to progressively move from a sense of futility to hope. To help her deal with feelings of anger, rejection, despair, and loneliness, she needs role models and group support to learn she is not isolated in her experience. She needs to hear from others who have faced her situation and moved on to become successful. Confidence building activities and workshops are crucial for enhanced

self-worth, emotional support, and guidance. She does not need to be intimidated ("It's scary out there!") or deceived ("All you need is will power."), but rather respected ("Let's start where you are.") and guided ("You can find help here!") She needs supportive services, such as assistance with transportation and dependent care, to be able to take advantage of special training programs.

The homemaker must face the hard reality that it doesn't matter in the world of work how good a wife and mother you've been, or how well you cook or garden. What does matter is what work experience, skills, competency, and speed you display.

Career awareness and assessment are needed for the homemaker. She needs information about the demands and expectations of potential employers. She needs guidance in making realistic career choices in light of the needs in the labor force and wage potential. Personal assessment is required to determine where skills and abilities can be utilized in the job market. The homemaker also needs career guidance which prepares her for the technologically advanced career options of the future. The displaced homemaker must be assisted to recognize and realize how her full potential and usefulness can make a valuable contribution to society.

Addressing the Need

Below are a few activities that can be implemented to address the counseling needs of displaced homemakers:

- o Personal counseling sessions;
- o Displaced homemaker support groups;
- o Career counseling workshops;
- o Career exploration workshops;
- o Non-traditional career options workshops;
- o Self-employment seminars.

Job Training Needs

Displaced homemakers will need education and training to be productive members of the work force. Some will need counseling and placement in basic literacy and adult education programs to secure a GED before additional training can occur. Others will be served by short term skills training to re-enter the job market. A larger number will need diploma and degree programs to ensure marketable and financially profitable careers.

Homemakers must be aware of and given opportunities to better their life situations. The need for skills and training is primary in pre-employment preparation, job development, and placement. It is the most outstanding factor associated with the homemakers improved economic status and the path to self sufficiency.

Addressing the Need

Below are a few activities that can be implemented to address the job training needs of displaced homemakers:

- o Basic skills upgrading;
- o Short-term skills training;
- o Diploma and degree program;
- o Supportive services.

Job Development Needs

A structured and well designed job development program is needed for the homemaker. The program should include the transferability of past personal and learned skills to the job arena. The displaced homemaker needs pre-employment opportunities and placement in which she can build confidence and recognize the value of her individual skills, maturity, and commitment.

Displaced homemakers need to know employers will be willing and eager to hire them once they are prepared for job entry. They need encouragement and assurance from employers.

Homemakers who have had little or no recent training or job experience usually lack knowledge of the world of work including job contacts and the needed skills for obtaining gainful employment. They are intimidated by high technology and fear age discrimination and competition in the job market. When they are helped to become secure, job trained, self supporting members of the labor force, employers gain a new untapped source of dedicated workers. The attainment of a satisfying job and sufficient income brings both financial and emotional security to the displaced homemaker. The cost of government social programs decreases as more individuals become economically productive. The recognition of human potential in our society and the awareness of self worth in the individual is realized.

Addressing the Need

Below are a few activities that can be implemented to address the job development needs of displaced homemakers:

- o Job readiness workshops;
- o Employability skills training;
- o Internships with employers;
- o Exposure to employers;
- o Employer sponsored training;
- o Placement.

The road to employment for the displaced homemaker will be rocky, but she can walk it if there is a road. The destination may be distant, but she can keep going if there is a destination. It will be hard to walk independently, but she can if she has a helping hand.

The Displaced Homemaker Act is an opportunity for the Congress of the United States to provide the road, the destination, and the helping hand for the displaced homemaker.

Senator SIMON. Before I ask any questions, let me call on my colleague, Senator Kassebaum.

Senator KASSEBAUM. Thank you very much, Mr. Chairman. I regret that I have to go to a meeting at three, and I just wanted to say how worthy I think this legislation is. I think we have come to recognize that with our society as it is changing today, the displaced homemaker is one who, and the importance of assistance in a support system, a helping hand, has gotten lost a bit. And I think the recognition now that we do need this assistance is terribly important in all of the different forms it takes.

I particularly had wanted to just say that I know in the panel coming up there is someone who will be testifying from Kansas who has done such outstanding work there in the Department of Education, Cheryl Brown Henderson. And I would like to leave a couple of questions, if I may with you, Mr. Chairman, to ask her.

Senator SIMON. I think you can trust me with those questions, yes.

Senator KASSEBAUM. And just in closing in answer to Ms. Strong, I know what she meant when she said she had not done anything of value because that was out of the workplace, so to speak. But I think one thing that is so often overlooked is, indeed, the value there is in just having raised children. So I do not think anyone who should ever sell themselves short just if they have not been out in the workplace.

And so often what is needed is the confidence and the support system and the helping hand to recognize the talents one has had and utilized in the home. Because I have often said I think that it takes just as much talent to be a good homemaker as it does to be a TV commentator. That again it is recognizing, though, the confidence to go out and put those skills to work in a different environment. And that is why I think this kind of effort is very important. Thank you, Mr. Chairman.

Senator SIMON. I thank you, Senator Kassebaum, very much. Ms. Wilkes, Senator Thurmond wanted to be here to introduce you but he is tied up in the Armed Services Committee. I can assure you, had be been here, he would have given you a flowery introduction.

Ms. WILKES. I am sure he would have.

Senator SIMON. In South Carolina, what percentage of the people who really need this program are you reaching?

Ms. WILKES. Yes, I think we are very woefully served, even probably more woefully. We have 158,000 displaced homemakers in South Carolina. We have the Carl Perkins funding and just to tell you from my local perspective, we have workshops where we call in women in the community who are displaced and we have several hundred that come through there so we know they are out there in the interest. And we can only serve some 70 because of the funding.

And out of the 26 Carl Perkins' funding sources that we have in South Carolina, I think it is about the same. So the number is very low as far as service and the under-serving because there is a great population of displaced homemakers out there that need services.

Senator SIMON. Ms. Martinelli, you talked about what you are doing at your hospital, and if I remember correctly, Diana McLaughlin was one who talked to you about the program.

Ms. MARTINELLI. Yes, Senator, she came to me.

Senator SIMON. And if she had not talked to you, would you have heard about the program?

Ms. MARTINELLI. No, Senator, I would not have, to be honest.

Senator SIMON. I will just direct this question to anyone here who wants to comment on it. How do we more effectively inform employers that there are people out there who can be good employees and who need a helping hand? Is there a way of doing this more effectively than we are doing it? Yes, Ms. McLaughlin.

Ms. MCLAUGHLIN. Senator, one of the thing that happens is that we were the second center in the country for displaced homemakers in Maryland. And we receive great support from the State of Maryland. We send out PR all the time to the newspapers, to radio, to television, constantly. We have good rapport with them.

But there comes times when there are other target populations who seem to be quote "popular" at the time. So that at the very beginning when the displaced homemakers center in Baltimore opened up, we were the pilot program for the country, actually for the world. People came from all over. We had lots of people. Donohue, the Today show, Time magazine, everything, and it went on for awhile, and then other targeted populations became popular.

And so we were not the favored darling. So we did not get all the PR that we had normally gotten. This goes out constantly out of our center. Our PR person sends it all the time. Newspapers do not pick it all up and television stations although we have done television recently in all our three stations, that may be done only once every couple of years and then there is something else. And no matter how much you talk about it, there are still thousands of people who come to us and say never heard about you before, and we have been here since 1976.

Senator SIMON. You will not believe this, but even political candidates have that problem once in awhile.

Ms. MCLAUGHLIN. I am sure.

Ms. SORENSEN. Senator, I would like to add something if I might in answer to that question.

Senator SIMON. Yes, Ms. Sorensen.

Ms. SORENSEN. One of the thing that our national network has done is just today released a videotape targeted to employers that AARP produced. And I believe that will go a long way. It is a very professional videotape, and in the communities we are all intending to purchase it at a very low cost. And use it in our community. So that is one way we will work with employers. But I would also like to add that in these low-funded programs such as mine that I talked about in Illinois. We are in a real catch-22. If we advertise too much, you know we can serve so few people of the women that are out there.

And so it a constant battle. If you advertise too much, too many clients come, you cannot serve them. You cannot even begin to serve them, or too many employers call and you do not have enough women who are trained. So the raw materials are out there, but we do not have the dollars to serve them. It is a very staff intensive business. We have to have to have counselors to help these women, and without the staff—so it is a constant battle. How much do we advertise? How much do we let employers know?

Senator SIMON. And counselors are really essential to this process?

Ms. SORENSEN. Absolutely.

Senator SIMON. You mentioned in your testimony that there were parents of older children who cannot receive help or who by implication are not eligible.

Ms. SORENSEN. Under the single parent Carl Perkins. They do receive help under the Displaced Homemaker Program. They are certainly eligible for that, but we do not have the vocational training dollars for them.

Senator SIMON. If you were to revise the Carl Perkins Act, the vocational education program, do you think that there is excessive emphasis on single parents?

Ms. SORENSEN. Well, displaced homemakers should be named, and I believe are named in the new House version of the reworking of the Carl Perkins, and we have been put in a situation of competing for funds with teen parents. In Illinois, it is criminal that we are fighting for a small amount of money, and I do not believe the Act meant to do that.

Senator SIMON. And we are talking about a small amount of money incidentally.

Ms. SORENSEN. Yes, it is a small amount of money to begin with.

Senator SIMON. Yes. Even the bill that I have drafted is calling for $50 million, which sounds like a lot of money. That is 1-240th of one percent of the Federal Budget.

Let me ask both you and Ms. Strong, a question because like a lot of other women you suddenly just found yourself devastated.

How effectively are we reaching people like you, and how could we do a more effective job?

Ms. STRONG. I was in such a state that I do not think anyone could have reached me. There is almost a whole year of my life I do not remember at all. It was just by shear accident that we got this mail and the seminar, and I found out that way. I personally it just happened at the right time at the right place.

Senator SIMON. Ms. McLaughlin.

Ms. MCLAUGHLIN. Well, I was living in Florida at the time and had been married 35 years, and my husband divorced me, and I came to Baltimore as the Displaced Homemaker Center was opening, and I arrived about two months afterwards. And they needed an intern to help other people who were coming in to help themselves become self-sufficient so I became an intern.

I have to tell you, Senator, I got out of the marriage with no money. So I earned 62.50 untaxable money for six months on an internship, and that is what I lived on, and that is what most of these interns that we pay, although we pay $100 a week now, but I found all the support in the world. I found they were my family. They became my home. They gave me everything, and I found out I was not alone. And I think is what displaced homemakers find when they come to a center is they are not the only ones.

Most displaced homemakers think their situation is unique and they are not. They are out there by themselves, but they are not because once you come in, there is no length of when you leave. There is no time limit saying, okay, you can stay for 6 months and then somebody else will come on for four.

Caroline has been in and out of our lives since 1986, and I see her quite often talking to her about other interns there. So what you do is you keep that connection going so that if they have problems, if there are things, we are still here for them to call upon. I find a lot of my calls are people who have gone to the job market, have jobs, have had problems with jobs, coming back again or just saying a new problem has been created at my job and I need help. How do I solve this? And so it is an ongoing wonderful process.

Ms. WILKES. Senator, if I could address that also?

Senator SIMON. Yes.

Ms. WILKES. Because I think these women are really terrified and devastated. It is not just that they do not have a job. Their whole lives have changed overnight, and the supportive services in bringing all these components together where we can meet all these different needs and follow them through a process, recruiting I think has to be done in a very special way for this particular special population.

They do not identify themselves with other populations, and you really have to draw them out. They have to believe in themselves before they can make any other steps.

Senator SIMON. We thank you very, very much for your testimony and for your leadership.

The final panel is composed of Cheryl Brown Henderson, Roberta Spalter-Roth, and Cindy Marano.

Cheryl Brown Henderson is the President of the Displaced Homemakers Network. Someone, after I met you this morning, Ms. Henderson, said you are the sister of the Brown of the 1954 Supreme Court case. Well, it is a honor to meet you here.

Ms. HENDERSON. Thank you, Senator, and it is an honor for me to be here.

Senator SIMON. Pleased to hear from you now.

STATEMENT OF CHERYL BROWN HENDERSON, VOCATIONAL EQUITY SPECIALIST, KANSAS STATE DEPARTMENT OF EDUCATION, TOPEKA, KS; CINDY MARANO, EXECUTIVE DIRECTOR, WIDER OPPORTUNITIES FOR WOMEN, WASHINGTON, DC; AND DR. ROBERTA SPALTER-ROTH, DEPUTY DIRECTOR FOR RESEARCH, INSTITUTE FOR WOMEN'S POLICY RESEARCH, WASHINGTON, DC, ACCOMPANIED BY LINDA ANDREWS, RESEARCH ASSOCIATE AND STATISTICIAN, INSTITUTE FOR WOMEN'S POLICY RESEARCH, WASHINGTON, DC

Ms. HENDERSON. As the Senator as indicated, I am Cheryl Brown Henderson, President of the National Displaced Homemakers Network. The National Displaced Homemakers Network is compromised of over a thousand programs locally that provide employment and training services to nearly 350,000 displaced homemakers across the country. In addition, I also am employed as a vocational equity specialist for the Kansas State Department of Education, meaning that I administer the funds for single parents and displaced homemakers within the State of Kansas.

I am extremely pleased to be here to testify on behalf of he Displaced Homemakers Training and Economic Self-Sufficiency Act. In addition, I would like to comment and say that I am extremely

pleased that Senator Kassebaum made time in her schedule to attend and I certainly appreciated her comments, which indicated that she understands the situation that we are facing here.

Displaced homemakers face many serious barriers to employment. They experience barriers of minimal education, of poverty, of race and sex discrimination, of lack of child care and transportation, and issues that many mainstreamed employment and training programs are designed to address.

But in addition, they face barriers of limited or nonexistent paid work experience, outdated skills, loss of self-esteem, the shock or loss associated with the death of a spouse or a divorce. They face age discrimination, lack of adult dependent care assistance, and many other problems that arise from their status as displaced homemakers.

The first displaced homemakers legislation was introduced a decade ago when displaced homemakers were named as a target group for employment and training assistance, and at that time, about $5 million were set aside to provide to services. Federal support was weakened in 1982 with the advent of the Job Training Partnership Act because within that act serving displaced homemakers was somewhat optional.

Two years later when Congress set up vocational education grants specifically designed for single parents and to include displaced homemakers, we saw an increase in support but even with that increase in support, displaced homemaker programs received modest funding to address a significant need. Meanwhile, by 1985 24 States had enacted their own laws to support displaced homemakers with 19 of them appropriating funds for programs to benefit them, and in 1984 state support was a major source of funding for displaced homemakers.

I know in the State of Kansas a law was enacted and was sunset without an appropriation. So presently we cannot count ourselves among those states. In 1986 the Office of Technology Assessment released a report on displaced workers. That report noted the substantial barriers faced by displaced homemakers and the need for comprehensive programming for displaced homemakers. That same report also detailed the barriers experienced by traditional dislocated workers and identified the programmatic solutions that would address their needs.

Congress recognized the need for specialized services for traditionally dislocated workers and responded by enacting the Economic Dislocation and Worker Adjustment Act. Today the nation's employment and training system is poised to begin operating a vastly improved program aimed specifically at the unique needs of dislocated workers as a result of that.

The displaced homemaker bill is the next critical step in ensuring that the needs of uniquely barriered and traditionally underserved populations are met. We find that 15 years after the first efforts were begun to find a place in the nation's employment and training system where displaced homemakers could be served effectively, neither State nor the Federal programs adequately address the needs of displaced homemakers.

The Displaced Homemaker Training and Economic Self-Sufficiency Act is a modest proposal, as has been mentioned with other pan-

elists. It is designed to fill the major gaps in the nation's current employment and training system which has clearly demonstrated that it cannot serve displaced homemakers adequately.

The authorization level of $50 million is minuscule compared to the budgets of JTPA and the Perkins Act. Yet this small investment has the potential to yield extraordinary returns. Displaced homemakers have demonstrated that they can move from dependency to economic self-sufficiency if they are given the services they need, services that thousands of displaced homemakers are now denied by the existing training and employment systems. We are not insensitive to the budgetary constraints faced by Congress.

In fact, we believe that this act constitutes a wise and ultimately profitable investment for the nation without programs that can consistently achieve success in moving displaced homemakers toward economic self-sufficiency. We are at a point in time when projections for tomorrow's work force clearly indicate that mid-life and older women will be an increasingly important group of workers.

Women of color in particular will dramatically increase in the work force through the year 2000. Displaced homemakers are among the prime workers of tomorrow's labor force, and we as a nation must make a commitment today to provide them with the best possible employment and training services in order to ensure that they will be able to fulfil the critical role that awaits them.

The Displaced Homemakers Training and Economic Self-Sufficiency Act is a key to achieving these goals, we believe. Thank you.

Senator SIMON. We thank you.

[The prepared statement of Ms. Henderson follows:]

PREPARED STATEMENT OF CHERYL BROWN HENDERSON

I am Cheryl Brown Henderson, President of the Displaced Homemakers Network, which is comprised of over 1,000 local programs providing a range of employment and training services to over 350,000 women annually. I am also the Vocational Education Equity Coordinator for the State of Kansas. I am deeply gratified to have the opportunity to testify today on behalf of the Displaced Homemakers Training and Economic Self-Sufficiency Act. I would especially like to thank Senator Simon and the members of this Subcommittee for their efforts on behalf of displaced homemakers.

Displaced homemakers are women who have lost their main source of income due to the death, disability or long-term unemployment of their spouse, separation, divorce or the loss of eligibility for public assistance benefits. After many years of working in the home, these women must find paid employment in order to support themselves and their families.

A Displaced Homemakers Network analysis of 1980 Census data revealed that there were 11.5 million displaced homemakers in the nation. More than five million of these displaced homemakers were under the age of 65, with the majority between the ages of 35 and 64. Displaced homemakers are Black, white, Hispanic, Asian and Native American. Forty percent live at or below the poverty level; another 21 percent are near poor, living below 150 percent of the poverty level. More than half of all displaced homemakers lack a high school diploma; nearly a quarter have not completed the eighth grade.

Clearly, displaced homemakers face many serious barriers to employment. They experience the barriers of minimal education, poverty, race and sex discrimination, lack of child care and

transportation -- issues that many mainstream employment and training programs are designed to address. But in addition, they face the barriers of limited or nonexistent paid work experience, outdated skills, loss of self-esteem, the shock and loss associated with the death of a spouse or a divorce, age discrimination, lack of adult dependent care assistance, and many other problems that arise from their status as displaced homemakers.

Barriers such as these are not overcome easily or quickly. Yet displaced homemakers can and do succeed in employment and training programs -- when those programs are designed to address displaced homemakers' unique barriers. Successful displaced homemaker programs provide personal and pre-vocational counseling, assessment and testing, life skills development, remediation, skills training, child care and adult dependent care assistance, transportation, pre-employment preparation, job development and placement -- all based on an individualized case-management approach.

Fifteen years ago, two women in California -- who were themselves displaced homemakers -- identified the barriers to employment that displaced homemakers face, and began a movement to do something about the problem. Tish Sommers and Laurie Shields saw a clear need for a government commitment to providing education, training and other services to displaced homemakers who needed help in making the transition from dependency to economic self-sufficiency. When they coined the term "displaced homemaker," there were no state structures to serve these women, and the existing federal employment and training programs made no attempt to address their needs.

The first federal legislation to assist displaced homemakers was the 1976 amendments to the Vocational Education Act, which

directed that states could use Voc Ed grants provided by the federal government to meet the needs of displaced homemakers.

More than ten years ago, the nation's first displaced homemaker legislation was introduced. That effort ended in a compromise which named displaced homemakers as facing disadvantages in entering the labor market, and made them a target group for employment and training, and created a special $5 million fund under CETA for 47 one-year demonstration projects serving displaced homemakers.

JTPA, passed in 1982, weakened federal assistance to displaced homemakers. It made services to this group optional, instead of targeting them for special attention as CETA had done. Two years later, however, in the Carl D. Perkins Vocational Education Act of 1984, Congress strongly increased federal support for displaced homemaker programs. The new law authorized about $84 million in fiscal year 1985 for Voc Ed grants that are specifically designated for single parents and homemakers -- including displaced homemakers -- and thus opened a large new source of federal funds to displaced homemaker programs. Yet even with the increased Voc Ed funding, federal support for employment and training services targeted directly to displaced homemakers remains at a very modest level for a program designed to serve several million eligible people.

Meanwhile, by 1985, 24 States had enacted their own laws in support of displaced homemakers, with 19 of them appropriating funds for programs to benefit them. In 1984, State support was the major source of money for displaced homemaker programs.[1]

In 1986, the Office of Technology Assessment (OTA) released a report on displaced workers. That report noted the substantial barriers faced by displaced homemakers and the need for

comprehensive programming for them. The report confirmed what displaced homemaker advocates had been saying: that "barriers to employment are higher for displaced homemakers than for mainstream displaced workers, because many have little experience in a paid job." The women seeking services from displaced homemaker programs are a diverse group, the report said, and a comprehensive program of services is desirable, particularly one which combines personal counseling with job readiness and skills training. The report also noted that a considerable number of displaced homemakers need remedial or brush up courses in reading and math to qualify for training or good jobs. It also pointed out that many displaced homemakers cannot take advantage of the training and education open to them because of lack of income support. Most are not eligible for unemployment insurance, and few have income from other family members.[2]

That same report also detailed the barriers experienced by traditional dislocated workers and identified the programmatic solutions that would address their needs. Congress recognized the need for specialized services for traditional dislocated workers, and responded by enacting the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA). Today, the nation's employment and training system is poised to begin operating a vastly improved program aimed specifically at the unique needs of dislocated workers.

The displaced homemaker bill is the next critical step in assuring that the needs of uniquely barriered and traditionally underserved populations are met. For we find that fifteen years after the first efforts were begun to find a place in the nation's employment and training system where displaced homemakers could be served effectively, neither state nor federal programs adequately address displaced homemakers' needs. While JTPA mentions displaced homemakers as a group to be served, the

21-750 0 - 89 - 3

system has been unable to serve displaced homemakers effectively. JTPA's emphasis on low-cost, short-term programs with a minimum of participant support, counseling and vocational exploration services, has made it virtually impossible for displaced homemakers to be served under JTPA. And although the amendments to JTPA's Title III designated displaced homemakers as additional dislocated workers eligible for services, a recent National Governors Association survey revealed that few states have taken any initiative to serve displaced homemakers under Title III, and none have committed actual dollars to support displaced homemaker programs.

The Carl D. Perkins Vocational Education Act's single parent/homemaker set-aside greatly increased women and girls' access to vocational education. However, that access has not been extended to mid-life and older women. To date, less than 20 percent of the women served through this set-aside have been age 45 or older. In addition, the programs funded through the Perkins Act operate on very low budgets -- often with only one staff person to run the entire program. This means that job development and placement, when they are offered at all, are provided by unrelated staff in a vocational education institution. These staff are seldom trained to work with displaced homemakers, and are unaware of their needs.

At the state level, the response to displaced homemakers' employment and training needs has been encouraging, but again inadequate. Today, only 23 states have appropriated funds for displaced homemaker programs, and a quarter of those have appropriated very modest sums that can make only a small contribution to fulfilling the service needs of displaced homemakers.

The Displaced Homemaker Training and Economic Self-

Sufficiency Act is a modest proposal. It is designed to fill the major gaps in the nation's current employment and training system, which has clearly demonstrated that it cannot serve displaced homemakers adequately. The authorization level of $50 million is minuscule compared to the budgets for JTPA and the Perkins Act. Yet this small investment has the potential to yield extraordinary returns. Displaced homemakers have demonstrated that they can move from dependency to economic self-sufficiency if they are given the services they need -- services that thousands of displaced homemakers are now denied by the existing employment and training systems.

We are not insensitive to the budgetary constraints faced by Congress. In fact, we believe this Act constitutes a wise and ultimately profitable investment for the nation. Without programs that can consistently achieve success in moving displaced homemakers toward economic self-sufficiency, these women will remain caught in a cycle of dependency and employers will be deprived of their valuable potential contributions to the work force. Effective programs result in fewer of the younger displaced homemakers being dependent on AFDC. They result in fewer older women joining the 72 percent of the elderly poor who are women. And they result in the transformation of new, dedicated, productive workers who can enhance American industry's ability to compete in world markets.

We are at a point in time when projections for tomorrow's work force clearly indicate that mid-life and older women will be an increasingly important group of workers. Women of color in particular will dramatically increase their participation in the paid labor force. American business is already moving to adapt its approaches to recruitment, training and retention in order to remain competitive in a world market. Employers know that it is folly to ignore these segments of the work force heretofore known

as "nontraditional" workers. Displaced homemakers are among the prime workers of tomorrow's labor force -- we as a nation must make a commitment today to provide them with the best possible employment and training services in order to ensure that they will be able to fulfill the critical role that awaits them. The Displaced Homemakers Training and Economic Self-Sufficiency Act is the key to achieving these goals.

1 Source: Displaced Homemakers: Programs and Policy--An Interim Report, Washington, DC: US Congress, Office of Technology Assessment, OTA-ITE-292, October 1985.

2 Source: U.S. Congress, Office of Technology Assessment, Technology and Structural Unemployment: Reemploying Displaced Adults, OTA-ITE-250, Washington, DC: GPO, February 1986, p.5.

- AUG-10-'89 THU 11:04 ID:MSRTS TOPEKA'KS TEL NO:CALL 913-296-7933 #422 P02

Kansas State Department of Education

Kansas State Education Building

120 East 10th Street Topeka, Kansas 66612

August 10, 1989

Senator Paul Simon, Chair
Employment and Productivity Subcommittee
U.S. Senate
Washington, DC 20510

Dear Senator Simon:

Thank you for forwarding Senator Kassebaum's questions to me regarding displaced homemakers. I submit my replies so that they may be included in the published hearing record for the June 1, 1989 hearing.

Question 1: What is the average level of funding for displaced homemaker programs in Kansas, and is it adequate?

According to Census data, there were over 112,000 displaced homemakers in Kansas in 1980, and we have every reason to believe that the number has risen throughout the decade. With an average annual budget of approximately $22,000 a displaced homemaker program is able to serve an average of 200 women. Out of necessity, program operators have shown tremendous creativity in stretching each budget dollar. However, we are also committed to providing comprehensive, quality services that truly lead to economic self-sufficiency. Clearly, without additional funds many displaced homemakers in Kansas will not be served.

Question 2: Because the number of women in the workforce has increased, aren't the problems that displaced homemakers have faced in the past less of a problem today?

We have no indication that the problem will go away soon. All of the media attention on the women who have moved into the workforce has obscured the fact that last year 42 million women were not in the laborforce. This number has actually increased by several million in the past two decades. Many of these women are homemakers. In 1988 there were 17.8 million married women not in the labor force because they were keeping house. Death, divorce, and separation will ensure that a significant number of these women will become displaced. Rather than disappearing, the problems displaced homemakers face will be with us far into the next century.

Thank you for your interest in Kansas programs. If you need additional information feel free to contact me again.

Sincerely,

Cheryl Henderson

Cheryl Henderson
Vocational Equity Specialist

An Equal Employment/Educational Opportunity Agency

21-750 0 - 89 - 4

Senator SIMON. Senator Hatch has a statement also he wants to enter in the record.

[The opening statement of Senator Hatch follows:]

OPENING STATEMENT OF SENATOR HATCH

Senator HATCH. Mr. Chairman, among the people who make some of the greatest contributions in our society are homemakers—and they are among the most unsung contributors as well. We are talking about those women—and a few men too—who sacrifice their outside occupations for the profession of caring for children and their homes.

Homemakers are not compensated in the same way they would be if they worked outside the home. They do not receive a wage or salary; and, they do not get a pension—though they never really retire. And, their experience in managing a household does not seem to count for much if they must apply for a job outside the home.

Mr. Chairman, I share with you the belief that homemakers who lose their source of support due to the death or divorce of a spouse are displaced in the same way as a factory worker or office employee whose company must make layoffs. If displaced homemakers must find employment outside the home, they often need training or retraining to qualify for the available jobs. I agree this committee should invest some additional time and effort to determine the effectiveness of current programs which are available for displaced homemakers.

I have some reservations about establishing a new program. While I wholeheartedly agree with making such services available, I do not want to begin splintering the job training system into separate categorical programs. I hope the committee will investigate other options to improve services to displaced homemakers as well.

Mr. Chairman, I appreciate your focusing some attention on the problems faced by displaced homemakers, and I look forward to working with you on these issues.

Senator SIMON. We are also giving you a lesson in how the Senate operates here today. I hate to say it. We have a vote on on the floor right now. So we will have to recess. I will try to take care of an amendment very quickly. I hope we can be back here in a half an hour. I apologize. It is the nature of the beast you are dealing with. We will be in temporary recess. [Recess.]

The Subcommittee will resume, and I apologize to the remaining witnesses here. Our next witness is Cindy Marano, the Executive Director of Wider Opportunities for Women here in Washington. Happy to have you with us, Ms. Marano.

Ms. MARANO. Thank you, Mr. Chairman. Wider Opportunities for Women is a 25-year old organization which works nationally and in Washington, DC to achieve economic independence and equality of opportunity for women. WOW has trained more than 8,000 women for paid employment over the past 10 years, and leads a national network of more than 450 women's employment programs serving over 300,000 women each year.

This year WOW is working with the District of Columbia Private Industry Council under one of the pilot demonstration programs

that you heard about earlier to assess the needs of displaced homemakers in the District of Columbia and to develop a community plan to address their needs. Before I came to WOW, I was the first president of the Displaced Homemakers Network and the Director of the Nation's second Displaced Homemaker Program in Baltimore, MD. I too as you heard from Diana McLaughlin testified 12 years ago to try to get good services for displaced homemakers under the CETA program.

My last 15 years experience in the employment and training field, I think, has given me first-hand knowledge of the extraordinary barriers displaced homemakers face in the quest for economic self-sufficiency. Wider Opportunities for Women joins all of those who have testified before me in supporting the goals of the Displaced Homemakers Training and Economic Self-Sufficiency Act and applauds you, Mr. Chairman, and the committee for holding the hearing.

Retooling the American work force is and should be a high priority on the national agenda. We approach the year 2000 with economic and labor statistics of which this committee is well aware. While we know that two-thirds of the new entrants to the work force will be women, there has been too little analysis of who these women will be and what will confront them. It is certain that displaced homemakers, most of whom are mid-life and older women, will be among those returning to the labor force in greater numbers.

Even as the labor force participation rate of older men is decreasing, older women, especially older women of color are working in greater numbers. In fact, older women workers in the 50 to 59 age range will have the highest rate of increased labor force participation of any group of workers. Many older women will be forced after a lifetime of economic dependency to seek financial support for themselves and their families through paid employment for the first time in their lives.

As employers face a smaller pool of available young male workers, it becomes ever more critical to the American economy as well as to displaced homemakers that displaced homemakers are well prepared for productive, self-sustaining employment. WOW believes that the Displaced Homemakers Training and Economic Self-Sufficiency Act fills an important policy gap.

It recognizes that the current patchwork of services available for displaced homemakers through existing public programs is inadequate and that increased resources and comprehensive targeted services are desperately needed. Wider Opportunities for Women has a number of concerns about the effectiveness of existing publicly funded employment and training programs in serving displaced homemakers.

Among our concerns are program eligibility, the undervaluing of homemaking skills and inadequate support services. Many displaced homemakers are deemed ineligible for publicly funded education employment and training, and other assistance programs because of difficulties in documenting their actual income. Income documentation often relies upon information from the previous year's tax return which may no longer be relevant.

For example, the 6-month rule under JTPA requires that family income for the previous 6 months be examined to determine eligibility. That income often includes the income of the former spouse which is no longer available to the displaced homemaker.

Other evidence of income or assets may also be misleading and hinder program eligibility for displaced homemakers. If a woman is divorced and has been awarded alimony or child support, is it likely that she will not receive payments from her former spouse on a regular basis. In 1985, less than half of all fathers who owed child support paid in full.

If a woman is widowed she may receive insurance settlement and ownership of a home which appear to be substantial assets although they do not provide cash income and are not budgeted over time. While problems with income eligibility for displaced homemakers might have been overcome under JTPA Title II–A by using the 10-percent window, this mechanism has generally not been used for that purpose. It has instead been used to cover audit problems.

The skills that displaced homemakers do have are often undervalued and difficult to market to prospective employers. The devaluation in our society of housework, care for dependents, and unpaid volunteer work means that the skills a displaced homemaker brings to the labor force are not regarded as transferable to the job market. I think we really saw that with Caroline Strong earlier in the hearing.

Unlike other forms of work, education or training, there are no commonly accepted measures of skill level nor career ladders for homemakers and mothers. Because the work is unpaid and requires no formal training, homemaking is not considered by employers or most displaced homemakers themselves as valuable work experience.

The transfer of skills and confidence building which displaced homemakers need is nearly never provided in programs designed for other target populations. This lack has been apparent in WOW's assessment of resources available for displaced homemakers in the District of Columbia. While education and training programs are available which could meet their needs, very few recognize or address the pre-training needs of the population.

Finally, support services. Displaced homemakers sandwiched between generations often carry the responsibility of caring for both children and parents or elderly relatives. Thus, dependent care and other support services are doubly important. Yet current employment and training programs provide only limited support services. Without these services, a training program is really not accessible to displaced homemakers. We believe the Displaced Homemakers Training and Economic Self-Sufficiency Act provides for a real investment in this population and we certainly urge you to help get it passed.

Senator SIMON. Thank you very much.

[The prepared statement of Ms. Marano follows:]

PREPARED STATEMENT OF CYNTHIA MARANO

I am Cindy Marano, Executive Director of Wider Opportunities for Women (WOW). WOW is a twenty-five year old organization which works nationally and in Washington, D.C. to achieve economic independence and equality of opportunity for women. WOW has trained more than 8,000 women for paid employment over the past 10 years and leads a nationwide network of more than 450 women's employment programs serving over 300,000 women each year. This year WOW is working with the D.C. Private Industry Council to assess the needs of displaced homemakers in D.C. and to develop a community plan to address their needs.

I am also pleased to speak to this committee as one of the founders of the Displaced Homemakers Network. Prior to coming to WOW, I was the first President of the Displaced Homemakers Network and the director of the nation's second displaced homemaker program, in Baltimore, Maryland. My experience as an advocate and as a direct service provider have given me first-hand knowledge of the extraordinary barriers which displaced homemakers face in the quest for economic self-sufficiency. WOW supports the goals of the Displaced Homemakers Training and Economic Self-Sufficiency Act, and applauds the Committee for holding this hearing.

Retooling the American workforce is and should be a high priority on the national agenda. We approach the year 2000 with economic and labor statistics of which this Committee is well aware. While we know that two-thirds of the new entrants to the workforce will be women, there has been too little analysis of who these women will be and what will confront them. It is certain that displaced homemakers, most of whom are mid-life and older women, will be among those returning to the labor force in greater numbers. Even as the labor force participation rate of older men is decreasing, older women, especially women of color, are working in greater numbers. In fact, older women workers in the 50-59 age range have the highest rate of increased labor force participation of any group of workers. Many older women are forced, after a life of economic dependency, to seek financial support for themselves and their families through paid employment for the first time in their lives. As employers face a smaller pool of available young, male workers, it becomes critical to the American economy, as well as to displaced homemakers' economic security, that displaced homemakers are well-prepared for productive, self-sustaining employment.

To avoid long-term poverty, displaced homemakers must quickly find training for paid employment after divorce or death of a spouse. Overall, three out of five displaced homemakers live below 150% of the poverty level. Unless they are able to

earn an income, a larger number of displaced homemakers will become dependent on public assistance. The economic consequences, increasingly burdensome, will be borne by government, business and industry. An investment in education and training to prepare displaced homemakers for long-term employment, paying wages sufficient to support themselves and their families, is critical.

The Displaced Homemakers Training and Economic Self-Sufficiency Act fills an important policy gap--it recognizes that the current patchwork of services available for displaced homemakers through existing public programs is inadequate and that increased resources and comprehensive, targeted services are desperately needed. As testimony by the Displaced Homemakers Network indicates, these women have special needs and intractable problems which pose tremendous barriers to successful paid employment.

Wider Opportunities for Women has a number of concerns about the effectiveness of existing publicly-funded employment and training programs in serving displaced homemakers. Among our concerns are program eligibility, the undervaluing of homemaking skills, and inadequate support services.

Many displaced homemakers are deemed ineligible for publicly-funded education, employment and training, and other assistance programs because of difficulties in documenting their actual income. Income documentation often relies upon information from the previous year's tax return which may no longer be relevant. For example, the six month rule under JTPA requires that family income for the previous six months be examined to determine eligibility. That income often includes the income of the former spouse which is no longer available to the displaced homemaker.

Other evidence of income or assets may also be misleading and hinder program eligibility for displaced homemakers. If a woman is divorced and has been awarded alimony or child support, it is likely that she will not receive payments from her former spouse on a regular basis. In 1985, less than halfof all fathers who owed child support paid in full. Thus, how is the displaced homemaker to prove her actual income. If a woman is widowed, she may receive insurance settlements and ownership of a home, which appear to be substantial assets, although they do not provide regular cash income and are not budgeted over time. While problems with income eligibility for displaced homemakers might have been overcome under JTPA Title II-A by using the 10% window (allowing services to those who are not economically disadvantaged), this mechanism has generally been used to protect

service delivery areas from audit problems.

Once enrolled in an education or training program, displaced homemakers are likely to need the type of comprehensive long-term programs, which are included in the menu of services in the proposed displaced homemaker bill. The years spent out of the paid labor force leave displaced homemakers with even greater skills gaps for the workforce 2000 than most workers. While automation is affecting the way in which most work is accomplished, these women have not been exposed to the technological changes that have taken place over the last ten years. In addition, a majority of all new jobs will require education or training beyond high school--35% of displaced homemakers have eighth grade or less education.

The skills that displaced homemakers do have are often undervalued and difficult to market to prospective employers. The devaluation in our society of housework, care for dependents, and unpaid volunteer work means that the skills a displaced homemaker brings to the labor force are not regarded as transferable to the job market. Although, in effect, the displaced homemaker is a dislocated worker, there have been few efforts to translate the skills of managing a home and family into comparable paid job experience and qualifications. Unlike other forms of work, education and training, there are no commonly accepted measures

of skill level nor career ladders for homemakers and mothers. Because the work is unpaid and requires no formal training, homemaking is not considered by employers, or most displaced homemakers themselves, as valuable work experience. The result of this devaluation is that displaced homemakers, attempting to enter the labor market, are hindered by employers' low estimations of their skills and their own lo self-esteem.

The transfer of skills and confidence-building which displaced homemakers need is nearly never provided in programs designed for other target populations. This lack has been apparent in WOW's assessment of resources available for displaced homemakers in D.C. While education and training programs are available which could meet their needs, very few recognize or address the pre-training needs of the population. Additionally, while last year's dislocated worker amendments to JTPA (EDWAA) gave states the option of including displaced homemakers in programs for dislocated workers, most states have chosen not to include them. Even when it has occurred, only rarely have programs been designed to provide appropriate help.

Comprehensive support services are also critical. Displaced homemakers, "sandwiched" between generations, often carry the responsibility of caring for both children and parents or elderly relatives. Thus, dependent care and other support services,

become doubly important. Yet current employment and training programs provide only limited support services. Without these services, a training program is inaccessible to displaced homemakers.

The Displaced Homemakers Training and Economic Self-Sufficiency Act provides for a real investment in displaced homemakers. Wider Opportunities for Women believes that this proposal is a well crafted approach to ensuring that women who have stayed home, raised children and taken care of America's families are not impoverished as a result.

Senator SIMON. Dr. Roberta Spalter-Roth, Deputy Director for Research for the Institute for Women's Policy Research. Very pleased to have you with us.

Dr. SPALTER-ROTH. Thank you, Mr. Chairman. You did my introduction for me. However with me is Linda Andrews who is research associate and statistician at the Institute.

Senator SIMON. Can you spell her name for the record.

Ms. ANDREWS. It is A-N-D-R-E-W-S.

Senator SIMON. Just like to sounds. All right.

Dr. SPALTER-ROTH. In my oral testimony today I will emphasize findings from part of our research on low wage workers and jobs, the part that examined displaced homemakers as a subset of low wage workers who are particularly at risk.

So while others giving testimony here today have talked about displaced homemakers trying to get into the labor force, we are presenting findings about that subset who are already in the labor force, usually at low wage jobs. As a subset of low wage workers, displaced homemakers, in particular defy the stereotypes of low wage workers as casual entrants into the labor force who choose temporary jobs to earn pin money in order to supplement the primary household income of the male breadwinner.

Because of life cycle events such as separation, divorce or the death of a spouse, displaced homemakers and their children face dramatic declines in economic well-being. Our findings which are shown in Table 1 and 2 of our written testimony compared displaced homemakers who are low wage workers for most the year with all women workers and with all low wage women workers in their same age categories.

When we compare these groups, we find that compared to other women workers, displaced homemakers are more likely to be solely responsible for their family's economic well-being. They are more likely to meet this responsibility by attempting to work fulltime, full year. Displaced homemakers, however, are less adequately prepared for moderate to high wage jobs. And they are more likely to work in low wage feminized job ghettos. As a result, displaced homemakers and their families are more likely to live in poverty despite their earnings.

I would like to briefly elaborate on each of these points. Displaced homemakers are both more likely than other women to be low wage workers and are more likely to be solely responsible for their children's economic well-being. About half of the families of low wage displaced homemakers do have children and two-thirds of those who are women of color have children.

We found that nearly 60 percent of these women's families are either in poverty despite their earnings or run the risk of poverty should they lose a paycheck. This rate of risk is three times that of other women workers and twice that of other low wage women workers. Displaced homemakers who are women of color are particularly at risk of poverty. The earnings of more than seven out of ten of these low wage workers either place their families in poverty or one pay check away from it.

Displaced homemakers work more hours than other women. The reason for the likelihood of poverty is not due to the lack of the hours that displaced homemakers work. In fact, they tend to work

more than either all women workers or other women low wage workers. This means that the problem is low wages and merely piling on additional weeks or hours of work will not suffice to improve their family's economic well-being.

Despite the fact that displaced homemakers are more responsible for their families' well-being, they are less likely to have education and training. Only 17 percent of those who are low wage workers have gone beyond a high school education compared to about 40 percent of all women workers. They are also less likely to have received training. Only about 10 percent of minority displaced homemakers and about 14 percent of white displaced homemakers have received job training.

Dispalced homemakers are more likely to be low wage workers and they are more likely to work in low wage occupations and industries than are other women. In fact, they are about twice as likely as all other working women to be employed in low wage service occupations and industries. As a result, approximately 14 percent of families of white displaced homemakers and 28 percent of families of minority displaced homemakers who are also low wage workers are likely to be in poverty even though these women are working fulltime full year jobs.

Based on these findings, we applaud the efforts to establish programs to expand and improve the education and job training for programs for displaced homemakers, especially those who are women of color. But it is essential, we would add, that these programs assist displaced homemakers in obtaining jobs in moderate to high paying occupations and industries rather than in the low wage retail, service, and clerical jobs and in the service and retail industries where most of them work.

Training displaced homemakers primarily for these latter kind of jobs means that a substantial portion will not be able to move their families out of poverty even if they do work fulltime and full year.

Senator SIMON. Thank you very much.

[The prepared statement of Dr. Spalter-Roth follows:]

PREPARED STATEMENT OF ROBERTA M. SPALTER-ROTH

The Dual Disadvantage of Displaced Homemakers: Findings from the study, Low-wage Workers: Trends and Options for Change

Mr. Chairman and members of the Subcommittee, I am Roberta Spalter-Roth, Deputy Director for Research at the Institute for Women's Policy Research (IWPR), an independent, non-profit research organization founded in 1987 to produce policy-relevant findings on issues that affect women's lives. With me is Linda Andrews, Research Associate and Statistician at IWPR. We are here today to present selected findings from our continuing research on low-wage workers--emphasizing displaced homemakers as a subset of these workers, a subset which is particularly at risk.[1]

OVERVIEW

In my testimony today, I will present a brief overview of our findings about low-wage workers and then present a more detailed comparison among all women workers, displaced homemakers

---

[1] This study, Low-wage Jobs and Workers: Trends and Options for Change, done by IWPR for the U.S. Department of Labor and the Displaced Homemaker's Network, examines trends in the changing low-wage work force. More specifically, it considers current characteristics of low-wage workers and their jobs, the relation of low-wage work to family poverty, and the factors that would lead to upward mobility in order to provide a realistic basis for policy development. The study uses two nationally-representative data sets--the U.S. Bureau of the Census' Survey of Income and Program Participation (SIPP) and the Panel study of Income Dynamics housed at the Institute for Social Research of the University of Michigan.

and other low-wage women workers. Although all definitions of low wages are arbitrary, we follow the Senate Budget Committee's definition[2], which categorizes a job as low-wage if the income from working full-time, full-year at this job would provide less than a poverty-level income for a family of four ($11,611 in 1988).

On the whole we found that low-wage workers are a heterogenous group. This is in contrast to the stereotypical view of low-wage workers as teenagers working part-time or as first entrants or other casual members of the labor force. Although many low-wage workers are relatively young, a substantial portion have more than 5 years of work experience and less than one in five (18.7 percent) are teenagers living at home. A substantial portion work full-time, full-year. Many need to work several jobs (simultaneously or sequentially) to achieve full-time status because low-wage jobs often are unstable, relatively short-term, or part-time. More than 4 out of 10 (44.3 percent) have children and more than one-third (37.2 percent) are solely responsible for their families' economic well-being.

As a subset of low-wage workers, displaced homemakers, in particular, defy the stereotype of low-wage workers as casual entrants into the labor force--students, post-retirement and secondary workers who choose temporary jobs to earn "pin money"

---

2 United States Senate, Committee on the Budget. "Wages of American Workers in the 1980's." Washington, DC: Government Printing Office, 1988.

to supplement the primary household income of a male "breadwinner." We define displaced homemakers as women between the ages of 30 and 64 who are responsible for the economic well-being of their families as a result of divorce, separation from or death of a husband. Because of these life-cycle events, they and their children face dramatic declines in economic well-being.

Divorce remains the single most economically devastating event for young and middle aged women, and the death of a spouse is a similarly traumatic event for older women.[3] As a result, many displaced homemakers must join the labor force in order to support their families, and many of these women are ill-prepared for the moderate- to high-wage jobs necessary to bring their families above the poverty level.

The end result is a dual disadvantage for displaced homemakers: the disadvantage of unexpected primary responsibility for a families' economic well-being coupled with the disadvantage of being thrust into a gender-segregated low-wage labor market. For displaced homemakers this creates the paradox of increased responsibility for their families' economic well-being linked to the difficulty of earning an income sufficient to meet that responsibility.

---

[3] Richard V. Burkhauser and Greg J. Duncan, "Economic Risks of Gender Roles: Income Loss over the Life Course." Forthcoming in Social Science Quarterly.

FINDINGS

According to the U.S. Bureau of the Census, there are more than 11 million displaced homemakers in the United States. Our findings from the Survey of Income and Program Participation (SIPP) show that approximately 8.1 million of these women are in the labor force. Of those in the labor force almost two-thirds (62.1 percent) have worked as low-wage workers at some time during the year and more than one-third spent the majority of the year (7 months or more) employed at low-wage jobs. They are a subset of women workers whose families are highly dependent on their earnings.

Our findings show that one-third (32 percent) of all working women--not just displaced homemakers--fail to earn wages high enough to bring a household of four out of poverty on the basis of their wages alone. Many of these households are "one husband away from poverty," in that the death or divorce of the husband will reduce the status of the mother and children to poverty. In the case of many displaced homemakers and their families, the husbands and their income are absent and the women's earnings are insufficient to reach or exceed poverty levels.

Tables 1 and 2 compare displaced homemakers who are low-wage workers for most of the year with (1) all women workers ages 30-64 (with more than 500 annual hours in the labor force) and with (2) all low-wage women workers (who worked at low-wage jobs for most of the year). It also examines the differences among

white women and minority women (women of color--the majority of whom are black). What do these comparisons show? They show that when compared with most other women workers:

- Displaced homemakers are more likely to be solely responsible for their families' economic well-being.
- Displaced homemakers are more likely to meet this responsibility by attempting to work full-time, full-year.
- Displaced homemakers are less adequately prepared for moderate- to high-wage jobs.
- Displaced homemakers are more likely to work in low-wage, feminized job ghettos.
- Displaced homemakers and their families are more likely to live in poverty.

Displaced Homemakers Are More Likely to be Solely Responsible for their Families' Well-Being.

Displaced homemakers are both more likely than other women to be low-wage workers for seven months or more, and more likely to be solely responsible for their children's economic well-being. The families of displaced homemakers are likely to include children: over half of all low-wage displaced homemakers and more than two-thirds of minority low-wage displaced homemakers have children in their households (as shown in Table 1). The combination of single-earner status with the presence of children in the household is the crux of the dual

disadvantage of displaced homemakers. Nearly 60 percent (57.1 percent) of their families are either in poverty--despite the displaced homemaker's earnings--or are at risk of poverty should their earnings--or earnings supplements such as alimony and child support--be reduced (as shown in Table 2). This rate of risk is three times that of all women workers and twice that of low-wage women workers. Women of color who are displaced homemakers are the most likely to be in poverty or at risk of poverty. The earnings of more than 7 out of 10 of these low-wage workers either place them in poverty or only a paycheck away from i

Unlike the majority of low-wage women workers, especially white women, displaced homemakers do not live in dual-earner families. This sole responsibility for the economic well-being of their children, and the substantially greater likelihood of family poverty without their earnings, distinguishes displaced homemakers from other low-wage women workers.

Displaced Homemakers Work More than Other Women.

Although low-wage displaced homemakers have less education and training than do other low-wage women workers, they have slightly more years of work experience than do other categories of working women. For displaced homemakers, however, a greater number of years of work experience does not result in higher wages and lack of work experience does not explain their employment at low-wage jobs (as shown in Table 1).

The lack of hours on the job does not explain their low wages either. Displaced homemakers are not casual members of the workforce. Low-wage displaced homemakers work approximately 80 hours more per year than all women workers and approximately 120 hours more per year than other low-wage women workers (as shown in Table 2). Some may hold part-time jobs, but many of these women hold more than one job in order to try to earn a full-time, full-year salary. This means that the problem is low wages, and that merely piling on additional weeks or hours of work will not suffice to maintain or improve their families' economic well-being.

Displaced Homemakers Have Less Education and Training.

Despite substantially greater responsibility for their families' economic well-being, displaced homemakers employed as low-wage workers are less likely to have gone beyond a high school education than are other women workers, including other low-wage workers. Only 17 percent of all low-wage displaced homemakers have more than a high school education compared to 41 percent of all women workers in their age category and 24 percent of all women employed as low-wage workers (as shown in Table 1).

Likewise, displaced homemakers are less likely than are all women workers and other low-wage women workers to have received job training. Of those employed as low-wage workers, less than 13 percent of white displaced homemakers and less than 10

percent of minority displaced homemakers have received job training compared to 17 percent of all working women in their age category (as shown in Table 1).

Displaced Homemakers Are More Likely to be Low-wage Workers.

Displaced homemakers who are in the labor force for at least seven months of the year are more likely to be low-wage workers than are all women workers (36.5 as compared to 32.0 percent, respectively). Minority displaced homemakers who are in the labor force for seven or more months out of the year are even more likely to be low-wage workers; more than 4 out of 10 of these women are low-wage workers (as shown in Table 1).

Displaced Homemakers are More Likely to Work in Low-wage Occupations and Industries.

One factor that might move these women into higher paid work is experience (and the education and training for such experience) in higher-wage occupations and industries. Low-wage displaced homemakers are more than twice as likely as are all working women (38.3 as compared to 16.0 percent, respectively) and slightly more likely than other low-wage working women to be employed in service occupations, occupations that are characterized by low wages and a high proportion of women workers. Low-wage displaced homemakers who are women of color are most likely (46 percent) to be employed in these occupations. Low-wage displaced homemakers are also somewhat

more likely than are all low-wage women workers to be employed in low-paid service and retail industries (as shown in Table 2).

Displaced Homemakers Families Are More Likely to Live in Poverty.

The effect of the dual disadvantage of high responsibility and low-wages is that the families of low-wage displaced homemakers are substantially more likely to be in poverty, despite their earnings, than are the families of all other women --even other women who are low-wage workers. Approximately three percent of the families of all women workers and approximately eight percent of the families of women employed as low-wage workers live in poverty, despite these women's earnings. When we disaggregate by race, we find that approximately four percent of the families of white women employed as low-wage workers, and approximately 20 percent of the families of black women employed as low-wage workers are in poverty despite these workers' earnings. In contrast, approximately 14 percent of the families of white displaced homemakers who are low-wage workers and double that percentage (28 percent) of the families of minority displaced homemakers who are low-wage workers, are in poverty despite these women's earnings (as shown in Table 2).

SUMMARY AND RECOMMENDATIONS

Displaced homemakers are women confronting a dual disadvantage: they are more likely than other women workers to

be both responsible for the economic well-being of their families and they are earning wages too low to meet that responsibility effectively and consistently. Although they have more experience and work more hours than other low-wage working women, they are less likely to have gone beyond a high school education and less likely to have had job training. Their families are more than twice as likely to live in poverty than are the families of other low-wage women workers and more than four times as likely as the families of all working women in their age category.

Based on these findings we applaud efforts to establish programs to expand and improve education and job-training programs for displaced homemakers, especially for those who are women of color. But it is essential that these programs assist displaced homemakers in obtaining jobs in moderate- to high-paying occupations and industries rather than in the low-wage retail, service and clerical jobs in service and retail industries which characterize the feminized job ghettos of the United States' occupational and industrial structure. Training displaced workers primarily for these latter jobs and industries means that a substantial portion will not be able to move their families out of poverty even if they work full-time and full-year. We at IWPR would be extremely interested in doing additional research on the role of job training in decreasing the risk of poverty for displaced homemakers and their families.

For the longer term we would suggest redesigning social insurance programs such as Social Security and Unemployment Insurance to make them more responsive to women without the support of male breadwinners and to women who may not be able to work full-time, full-year--either because of family responsibilities or because of the growing segment of part-time jobs being generated by the economy. We would also suggest that social welfare programs such as AFDC be redesigned so that paid work and income support may be combined more efficiently and beneficially.

Finally, based on our other findings about low-wage workers and their jobs, we would encourage policies that promote the unionization of low-wage and marginal workers. We have found that union membership is a pathway to family economic well-being because, compared with non-unionized workers, unionized workers receive higher wages and better fringe benefits. As should be obvious, these wages and benefits are especially important to displaced homemakers who seek to meet their increased responsibility for their families' economic well-being through paid work.

INSTITUTE FOR WOMEN'S POLICY RESEARCH

Table 1.

The Dual Disadvantage of Displaced Homemakers: Low-Wage Displaced Homemakers Compared with Other Women Workers[1]

	All Women (Including Higher Wage)	Low-Wage Women		Low-Wage White Women		Low-Wage Minority Women	
		All Women	Displaced Homemakers	All Women	Displaced Homemakers	All Women	Displaced Homemakers
Percent of All Women in this Category who are Low-wage	32.0	32.0	36.5	30.2	34.8	38.7	42.0
Percent with Children	52.5	57.4	54.6	54.3	48.1	66.8	72.3
Percent with Education beyond High School	41.2	21.3	17.4	22.9	17.9	16.4	16.1
Mean Years of Work Experience	9.7	8.0	8.5	8.0	8.3	8.1	9.0
Percentage with Job Training	17.1	17.6	11.9	19.0	12.7	13.1	9.6
Mean Number of Weeks Worked in year	47.7	47.4	47.7	47.4	47.4	47.5	48.6
Mean Annual Hours Employed	1,773	1,636	1,760	1,614	1,747	1,706	1,789
Percent in Service Occupations	16.0	33.9	38.3	29.4	35.5	47.7	46.0
Percent in							
Retail Industry	12.8	25.1	28.0	27.6	32.3	17.6	16.3
Service Industry (exc. prof)	8.0	13.9	16.2	10.8	13.3	23.4	24.1
Total Population	24,656,000	7,879,000	2,959,000	5,940,000	2,171,000	1,939,000	788,000
Sample Size	4,420	1,368	371	1,062	264	306	107

[1] All groups except the "All Women" group consist of women who have worked at least 7 of 12 months in the survey year at low-wage jobs; the "All Women" groups worked 500 or more hours during the survey year. All groups include women between the ages of 30 and 64.

Source: Institute for Women's Policy Research based on 1984 Survey on Income Program Participation and a forthcoming IWPR study, Low-wage Jobs and Workers: Trends and Options for Change.

INSTITUTE FOR WOMEN'S POLICY RESEARCH

Table 2.

Displaced Homemakers at Risk of Poverty
Compared with Other Women Workers [1]

	All Women (Including Higher Wage)	Low-Wage Women		Low-Wage White Women		Low-Wage Minority Women	
		All Women	Displaced Homemakers	All Women	Displaced Homemakers	All Women	Displaced Homemakers
Percent in Poverty (including women's earnings)	3.5	7.7	18.6	4.4	14.3	17.3	28.0
Percent whose Families Would be in Poverty Without Women's Earnings	16.7	18.3	38.5	14.6	36.3	29.3	43.0
Total at Risk of Poverty	20.2	26.0	57.1	19.0	50.6	46.6	71.0

[1] All groups except the "All Women" group consist of women who have worked at least 7 of 12 months in the survey year at low-wage jobs; the "All Women" groups worked 500 or more hours during the survey year. All groups include women between the ages of 30 and 64.

Source: Institute for Women's Policy Research based on 1984 Survey on Income Program Participation and a forthcoming IWPR study, Low-wage Jobs and Workers: Trends and Options for Change.

Senator SIMON. I am straying a bit from the topic at hand, but it is obviously connected with it. You did not mention and you did not use the word "minimum wage."

Dr. SPALTER-ROTH. No, I did not use the word "minimum wage." When we defined low wage, we used a slightly different standard. We adopted the standard used by the U.S. Senate Budget Committee of an hourly wage, that if worked fulltime full year would put a family of four at the poverty line. This hourly wage comes to, in our study, about $5.80 an hour. That is substantially above the minimum wage.

Senator SIMON. But for a lot of the women you're talking about, if we were to increase the minimum wage, would that be of substantial help?

Dr. SPALTER-ROTH. Yes, yes. That is absolutely true. There is no question about it, but we always have to keep in mind it would still not being them up to a poverty level.

Senator SIMON. I could not agree with you more. Also, I assume that many of these women face health insurance problems, is that correct?

Dr. SPALTER-ROTH. Part of our study of low wage workers has been to look at who has health benefits. What we have found very interesting is that many of the low wage workers do not know whether they have health insurance which may mean either that they are not told whether they have health insurance, or that they do not have health insurance. Also because low wage work is not stable work. People do not work at the same job for long periods. In fact, they move between work places. They may not qualify for whatever health benefits exist. So these are women who are less likely to have health benefits and more likely to need them.

Senator SIMON. And in fact, if we can in some way mandate health benefits for working people and increase the minimum wage, we will be disproportionately helping dislocated workers.

Dr. SPALTER-ROTH. Disproportionately helping low wage workers in all categories——

Senator SIMON. Right.

Ms. SPALTER-ROTH [continuing]. Of low wage workers, yes, including displaced homemakers.

Senator SIMON. Ms. Henderson, you mentioned something that no other witness has mentioned today; that is, if we put money into this program, we are going to save money.

Ms. HENDERSON. Correct.

Senator SIMON. Do you have any idea what percentage of these displaced homemakers end up on welfare in the State of Kansas where you work?

Ms. HENDERSON. Percentages on welfare, no. One of the things that is going on in our state, we have about 122,000 displaced homemakers which is a substantial number in a state of a little over 2 million people. The problems that we find ourselves facing are that with the current level of funding, we are only able to serve about 4200 of those 122,000 people.

We at the Department of Education are working with our social welfare people on the welfare reform. Our State came in early and got waivers from the Federal Government to go ahead with our welfare reform. I do not know the percentages.

The reason we are working with them is because with the welfare reform legislation it sounds as though they will be dealing with the same population of people, and there is a need to coordinate, and that was mentioned earlier about coordinating with other programs.

Senator SIMON. But when you say 122,000, is that just a guess?

Ms. HENDERSON. Oh, percentage on welfare of that 122,000?

Senator SIMON. Yes.

Ms. HENDERSON. Oh, 20 percent, 30 percent.

Senator SIMON. 20 percent.

Ms. HENDERSON. Yes.

Senator SIMON. OK. So, if we could have a program that could expand assistance to displaced homemakers, in fact, it would not take very long to save a substantial amount of money.

Ms. HENDERSON. That is correct.

Senator SIMON. Even if the proportion on welfare is 10 percent rather than 20 percent?

Ms. HENDERSON. Yes.

Senator SIMON. And it could very well be 30 percent.

There is talk about having a training wage that is lower than the minimum wage for the first 6 months on a job. Any comments from any of you regarding how that would affect these displaced homemakers?

Dr. SPALTER-ROTH. Before we say we anything about the training wage, we do have some data on what portion of, again, low wage displaced homemakers receive welfare benefits. Sixteen percent of them are still receiving some form of welfare which means that the numbers are probably larger for those who have not yet managed to get into the labor force. This means that those who are working at low wage jobs are still making little enough money that 16 percent need a welfare supplement.

Senator SIMON. That would probably indicate the figure is closer to 30 percent or so.

Ms. MARANO. I believe that it is probably above that, yes.

Senator SIMON. At Wider Opportunities for Women do you deal with displaced homemakers or all groups?

Ms. MARANO. Wider Opportunities for Women in its training programs in Washington, DC focuses on single mothers, about 15 to 20 percent of whom fit the category of displaced homemakers. But this year under one of the pilot demonstration grants from the Department of Labor, we are trying to get a handle on the actual service delivery in the District of Columbia under JTPA and voc ed, and our welfare to work program, and voc rehab and aging services on real services to displaced homemakers.

And what we have found has been that, first of all, there is only one of those agencies that collect data on displaced homemakers. Second, there are no special services provided to displaced homemakers as a real target population, and thirdly, that as you talk to service providers they say, yes, indeed, these women are falling through the gaps of services in the District of Columbia.

And what is particularly discouraging is that in 1980, WOW had a pilot program from the Department of Labor in that year never was picked up by the District in its CETA and JTPA as a continuing service. So pilot programs are not going to do what is needed.

We really need to come up with a good service delivery system that can be consistently funded.

Senator SIMON. One of the arguments that will be used against having a bill like the one we have drafted is that the 20 percent who are displaced homemakers do not need to be treated any differently than the other 80 percent. How do you respond to that?

Ms. MARANO. Well, we know they do need different services because the counseling needs which we provide are different for displaced homemakers, the age discrimination that those women are facing in the District of Columbia is very different. We have to do a different kind of employment advocacy.

Often the particular displaced homemakers we are dealing with are women whose kids are getting close to 18. They need a special kind of dependent care. We do provide services. We are just not funded to do so.

Senator SIMON. One final question to all of you and before that let me lobby each of you on a bill that I have in and Senator Moynihan is cosponsoring that is not going to be passed this year, and if it were to pass this year this President would not sign it.

It is a bill that says if you are out of work five weeks, you are guaranteed a job opportunity 32 hours a week at the minimum wage. And then if you need training, you will be provided that training whether it is basic skills or marketable skills or what it is.

At the present minimum wage 32 hours a week at the minimum wage is $464 a month, not very much money. But the average family on welfare, AFDC in Illinois gets $315 a month. I don't know what it is in Kansas, but it is lower than Illinois. I do remember that.

Average family on welfare in Alabama gets $113.70 a month. How anyone can even begin to live on that, I do not know. It is some distance down the road before we have the wisdom and good sense to move in the direction of something like that and in the meantime we have to figure out what to do.

If all of a sudden, and this is a general question to each of you, if all of a sudden you were elected to the United States Senate—I do not want to wish this upon you—

Ms. MARANO. It would certainly improve the stats, though, would we not?

Senator SIMON. It sure would. What would you do if just all of a sudden the president were to say to you, you can have whatever kind of a program you want. What would you have? Ms. Marano, we will start with you.

Ms. MARANO. I would do four things. I would definitely do what you already have done here and that is increase the minimum wage. Second, I would make a substantial human resource investment through increased funding of the Job Training Partnership Ed and Voc Ed and coordinate those systems better.

Third, I would put my money into some substantial job creation, and fourth, I'd pass the Displaced Homemakers Act.

Senator SIMON. Pretty good program. When you say coordinate, one of the things that we have in our bill for the JTPA is a different kind of the composition of the PIC council so that we pull more vocational education, for example, in there. Is that what is necessary or how would you do that?

Ms. MARANO. I think there are several ideas that are possible. I think you are going in the right direction. I know that the Voc Ed bill in the House that has been passed also does some kind of statewide coordination attempt through a human investment council. We have got to do something that does substantially improve the planning and cost effectiveness of administration of these programs.

Senator SIMON. Thank you. Ms. Henderson.

Ms. HENDERSON. I would start out with Ms. Marano with what Ms. Marano ended with. I would certainly be introducing a bill that would probably read similarly to yours. One of the things that I would like to see happen, though, in whatever legislation is to make sure that there is a piece in there that includes not only one person identified to administer these activities but a staff of people. The reason being that unless you have advocates and paid advocates, then the constant education piece that is involved in explaining who displaced homemakers are and explaining their needs and so on and so forth does not take place.

And I think one of the other panels earlier mentioned the fact that when you ask the question about what we are doing to get the word out because a lot of people are not aware of that, and I think it takes people in paid positions that have that charge, and that is one of the things that I would do with my pieces of legislation to be introduced.

The other thing I agree with Cindy on, Ms. Marano, is that I would do some more coordination with JTPA, the reason being JTPA in every state is handled so very differently, and I think that there is always an opportunity when the regulations are put together to force some coordination perhaps that the states are not always willing to do on their own.

So I think I would make sure that the pieces, no matter how softly I may sell it, but that there was no doubt in anyone's mind that unless they are working together and unless they have these pieces in place, their funding may not be as easily forthcoming as it has been and especially not for them to do with as they will.

So I would just reiterate what she said in supporting the coordination of those activities, but to be sure that there was someone paid in a position to see that the services under any bill are carried out as intended at the State level.

Senator SIMON. When you add the State level, I think that is important. I do not mean this disrespectfully to your organization, although it is doing a great job nationally, but you cannot be in Kansas. You cannot be in Illinois. You cannot be everywhere.

Ms. HENDERSON. But by the same token, I would probably make sure that the displaced homemakers network here in Washington always had adequate funding so that they could always make sure we were aware what was going on on the Hill and when we needed to take action. And just as an additional education piece, kind of a clearing house.

Senator SIMON. Pretty good commercial you got in there. Yes.

Dr. SPALTER-ROTH. Of course, I support the goals of my colleagues, but I would add an additional two. One is I would recommend redesigning social insurance programs that were designed as, you know, in the 1930's with the notion of a male breadwinner, a

fulltime, full year male breadwinner. As a result of the out-dated assumptions of those programs, many women fall through the cracks.

Second, I would support legislation that would allow for the easier unionization of low wage and marginal workers. Our study on low wage workers has shown in every regressional analysis we run unionization is a substantial factor in explaining how workers get out of low wage jobs.

Senator SIMON. And how would you do that? I agree with everything you have to say, but how do you do that? How do you make it easier?

Dr. SPALTER-ROTH. I think there is legislation that would allow for things like easier recognition procedures, secondary boycotts, and more information. There have been court cases that now make it more difficult for people to unionize. Clearly, there is a lot of anti-union activities on the part of many businesses. And I would say that when that activity is illegal prosecute it. I am not an expert on methods of unionization, but what I am saying is that our findings so I leave it to colleagues who know more about that, but I am saying that our findings show the importance of union membership for higher wages and for better benefits.

Ms MARANO. Senator Simon, one final thing none of us mentioned but is clearly such a key piece of dealing with poverty in the United States, the whole question of occupational segregation. And helpfully you will have the chance and the Committee in general will to be looking at occupational segregation in JTPA this year. So clearly we have to more carefully target the kinds of jobs that are going to raise women out of poverty.

Senator SIMON. Very important point. We thank you very much for your testimony. Our hearing stands adjourned.

[Whereupon, at 4:10 p.m., the Subcommittee adjourned, subject to the call of the Chair.]

○

21-750 (100)